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INTERNATIONAL CONFERENCE ON
POPULATION AND DEVELOPMENT
Third session
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Item 6 of the provisional agenda*

DRAFT FINAL DOCUMENT OF THE CONFERENCE

Draft programme of action of the Conference

Note by the Secretary-General

1. The Economic and Social Council, in resolution 1993/76, requested the Secretary-General of the Conference "to prepare by February 1994, for the information of delegations, the first draft of the final substantive document of the Conference, taking into account the views expressed by participants during the second session of the Preparatory Committee and the forty-eighth session of the General Assembly". The General Assembly, in resolution 48/186, also requested the Secretary-General of the Conference, in preparing the draft final document of the Conference, to be guided by the views expressed by delegations and groups of delegations on the annotated outline of the document, including those expressed at the forty-eighth session of the General Assembly.

2. In response to those resolutions, the draft final document of the Conference, which is annexed to the present note, has been prepared. It is provisionally referred to as the draft programme of action of the Conference.

* A/CONF.171/PC/1.

Annex

DRAFT PROGRAMME OF ACTION OF THE INTERNATIONAL CONFERENCE ON POPULATION AND DEVELOPMENT

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Chapter I

PREAMBLE

1.1. The 1994 International Conference on Population and Development occurs at a defining moment in the history of international cooperation. With reductions in international and regional tensions, and with the growing recognition of global economic and environmental interdependence, the opportunity to mobilize human and financial resources for global problem-solving has never been greater. Never before has the world community had so many resources, so much knowledge and such powerful technologies at its disposal with which to foster socially equitable and environmentally sustainable world development.

1.2. This is also a time of great and urgent challenges. The decisions that the international community takes over the next several years, whether leading to action or inaction, will have profound implications for the quality of life for all people, including generations not yet born, and perhaps for the planet itself. Around the world many of the basic resources on which future generations will depend for their survival and well-being are being depleted and environmental pollution is intensifying, driven by the unprecedented growth in human numbers, widespread and persistent poverty, social and economic inequality, and wasteful consumption. New ecological problems, such as global climate change, largely driven by unsustainable patterns of production and consumption, are adding to the threats to a future. At the same time there is emerging global consensus on the need for increased international cooperation in regard to population, sustainable development and the environment. Much has been achieved in this respect, but more needs to be done.

1.3. The International Conference on Population and Development is not an isolated event. Twice before, at the World Population Conference at Bucharest in 1974 1/ and at the International Conference on Population at Mexico City in 1984, 2/ the international community assembled to consider the broad issues of human population growth and distribution and their implications for social and economic development. The Programme of Action builds on the considerable international consensus that has developed since the 1974 World Population Conference on the basic right and responsibility of couples and individuals to make informed choices about child-bearing and on the responsibilities of societies to help them achieve their reproductive goals. The Programme of Action also reflects a deeper understanding of the powerful synergistic interactions among good-quality family-planning services, other programmes to improve maternal and child health, and advances in the educational and economic status of women.

1.4. The International Conference on Population and Development was explicitly given a broader mandate than previous population conferences, reflecting the growing awareness that population change, poverty, inequality, patterns of consumption and threats to the environment are so closely interconnected that none of them can profitably be considered in isolation. This Conference follows and builds on other important recent international activities, including:

(a) The World Summit for Children, held in New York in 1990, at which the world's political leaders made a solemn commitment to give high priority to the rights of children and adopted a set of goals for children and development in the 1990s; 3/

(b) The United Nations Conference on Environment and Development, held at Rio de Janeiro in 1992, also known as the Earth Summit, at which the world's Governments committed themselves to a detailed programme of action designed to achieve socially equitable, environmentally sustainable development; 4/

(c) The World Conference on Human Rights, held at Vienna in 1993, which reaffirmed the centrality of individual rights in all population and development activities; 5/

(d) The International Year of the World's Indigenous People, 1993, 6/ which would lead to the International Decade of the World's Indigenous People. 7/

1.5. The 1994 Conference occurs near the end of the year that the United Nations General Assembly has proclaimed as the International Year of the Family. 8/ The family, in all its various forms, is the basic unit of society, the context for most reproductive decisions and the place where children are nurtured and socialized.

1.6. The Conference will make significant contributions to two major conferences in 1995 with which it shares many common agendas and goals: the World Summit for Social Development 9/ and the Fourth World Conference on Women. 10/ Those conferences, along with activities and ceremonies connected with the celebration of the fiftieth anniversary of the United Nations, can all be expected to highlight further the call of the 1994 Conference for far greater investments in people as the most important factor for bringing about sustainable development, and for a new action agenda to make women full partners with men in the social, economic and political lives of their communities.

1.7. Over the past 20 years, many parts of the world have undergone remarkable demographic, social, economic and political change. Many countries have made substantial progress in expanding access to reproductive health care and lowering birth rates, as well as in lowering death rates and raising education and income levels, including the educational and economic status of women. The dramatic success of some countries provides a basis for optimism about what all countries can accomplish over the next 20 years. The world as a whole has changed in ways that create important new opportunities for addressing population and development issues. Among the most significant are the major shifts in attitude among the world's people and their leaders in regard to reproductive health, family planning and population growth.

1.8. A particularly encouraging trend has been the development of national population policies and family-planning programmes by many Governments. Intensified efforts are needed in the coming 5, 10 and 20 years, in a range of population and development activities, bearing in mind the crucial contribution that early stabilization of the world population would make towards the achievement of sustainable development. The recommendations for action made

here are formulated in a spirit of consensus and international cooperation, recognizing that the formulation and implementation of population policies is the responsibility of each country and should take into account the economic, social, cultural and political diversity of conditions in each country, as well as the shared responsibilities of all the world's people for a common future. The present Programme of Action commits the international community to quantitative goals in three areas that are mutually supporting and of critical importance to the achievement of other important population and development objectives. These areas are: education, especially for girls; infant, child and maternal mortality reduction; and the provision of universal access to family-planning and reproductive health services.

1.9. Significant changes in attitudes, leading to much greater demands for family-planning information and services, have occurred at the grass-roots level among individual women and men. Over the past several decades contraceptive use in developing countries has increased fivefold, reflecting the growing strength of organized family-planning programmes in a large majority of developing countries and relatively rapid reduction in family size norms. These international trends, while highly encouraging, conceal great demographic diversity among countries and regions. In Europe, North America and much of East Asia, access to family planning is almost universal, contraceptive use is between 65 and 80 per cent and average family size is at or near replacement-level fertility of two children per couple. By contrast, in most sub-Saharan African countries (a few of which have made rapid progress recently) family-planning services are not yet widely available, contraceptive use is below 15 per cent and women bear an average of six or more children.

1.10. In most countries, including many sub-Saharan African countries, many more women express a desire to space pregnancies or limit family size than are currently practising family planning. One indication of the large unmet demand for more and better family-planning services is the estimated 50 million abortions that occur every year, many of them unsafe. Over the next several years all countries must define the extent of unmet needs for family-planning and related reproductive health services, identify the barriers to wider availability and use, and make the policy changes and resource allocations needed to remove the remaining barriers to informed reproductive choice for all people, so that every child born is a wanted child.

1.11. Remarkable, albeit uneven, progress has also been made over the past 20 years in reducing levels of morbidity and mortality, especially high death rates among young children. Infant mortality for the world as a whole has dropped by one third, from 92 to 62 deaths per 1,000 births. But much remains to be done both in further reducing morbidity and mortality levels and in narrowing the large gap in infant mortality between developing countries (69 deaths per 1,000 births) and developed countries (12 deaths per 1,000 births). Over the next 20 years the world community should redouble its efforts to close the gap between average infant mortality rates in the developed and the developing countries.

1.12. The major causes of deaths to small children are known. Many of the remedies are highly affordable. They include better child-spacing, antenatal and post-natal care, universal immunization and other low-cost measures that

could eliminate many of the over 13 million deaths a year among children under age 5. While good progress has been made, far greater resolve and practical expression of the commitments already made by nearly all heads of State or Government in 1990 at the World Summit for Children 3/ are needed to achieve more rapid declines in infant and child death rates. This can be accomplished through national plans that address the major causes of death in each country and the major barriers to expanded availability and utilization of children's health services. All such plans should take advantage of the powerful synergism between family-planning and infant and child survival programmes by linking efforts to reduce fertility with efforts to reduce child mortality.

1.13. An even greater gap in death rates exists between regions of the world with respect to levels of maternal mortality. Maternal death rates are 15 to 50 times greater in the developing world than in the most developed countries. Average maternal mortality in developing regions is about 420 deaths per 100,000 live births on average, compared to just 30 deaths per 100,000 live births in developed regions. At least half a million women die each year as a consequence of pregnancy and childbirth, with 99 per cent of those deaths occurring in developing countries. Almost all of those deaths are preventable. In some countries, as many as half of maternal deaths may result from unsafe abortions, many others result from the absence of the most basic antenatal, maternity and post-natal care. Over the next 20 years the gap in maternal mortality between developed and developing countries should be closed and all countries should take steps to make pregnancy and childbirth safer, prevent high-risk pregnancies, especially among adolescents, and eliminate unsafe abortion. Countries with high maternal mortality should seek to reduce maternal death rates by half by the end of the present decade with assistance from the international community.

1.14. Over the past 20 years, average life expectancy has increased by three and a half years in the developed regions, from 71 to 74.6 years, and by eight years in the developing countries, from 54.5 to 62.4 years. These gains are a major accomplishment. But further gains may be jeopardized in many parts of the world by prolonged economic recession, poorly designed structural readjustment programmes that have reduced already low levels of public health expenditure, and recent dislocations in the health infrastructures of most countries in transition from centrally managed to free-market economies. In many parts of the world growing environmental health problems, the increasing prevalence of substance abuse and the AIDS pandemic are all contributing to high levels of morbidity and mortality. To continue to narrow the gap in life expectancy between developed and developing regions over the next 20 years, the international community will need to give much higher priority to health promotion and primary health-care services, including family-planning services. As called for at the International Conference on Primary Health Care, held at Alma Ata in 1978, primary health-care services should become universally available by the year 2000.

1.15. Levels of education have risen considerably during the past 20 years and, in many parts of the world, the gap in educational attainment between males and females has narrowed. None the less, the estimated number of illiterate persons in the world, two thirds of them women, is almost 960 million. Some 130 million children, including over 90 million girls, are denied access to primary

schooling. The large remaining shortfalls in basic education and adult literacy continue to be major obstacles in many countries to progress in every sphere of their development, including changes in patterns of human reproduction. The importance of education, especially education for women and girls, as an indispensable tool for the improvement of the human condition, cannot be overemphasized. Over the next 20 years, the world community must ensure that all children, girls as well as boys, complete primary school, that the quality of basic education is improved and that the gender gap in education is closed.

1.16. Significant changes have occurred in the roles and status of women in many countries. In addition to gains in education, women have been entering the labour force in record numbers, many of them in non-traditional economic roles. In many countries, women's monetary incomes are an important source of support for families. All of these trends are contributing to the rising demand for family-planning services. But not all recent trends have been positive for women and their families. In some communities the failure of men to meet their family responsibilities means that women are left as the principal or only source of support for themselves and their children in up to 40 per cent of all households. Everywhere these households are the poorest of the poor in part because women have less access than men to training, credit, real property, natural resources and better paid jobs. The world community cannot and should not continue to forgo the enhanced contribution that women can make to economic growth and the fostering of sustainable development. Over the next 20 years the world community must do much more to promote the full partnership of men and women in the support and nurturing of children and must remove the remaining barriers to women's full participation in all aspects of development. Men must help eliminate discrimination against women and commit themselves to protect women and children from sexual abuse and violence.

1.17. The two decades ahead are destined to produce a further shift of rural populations to urban areas as well as continued high levels of migration between countries. These migrations are an important part of the economic transformations occurring around the world. But they also present serious new challenges. By the year 2015, nearly 56 per cent of the global population is expected to live in urban areas, compared to under 45 per cent in 1994. The most rapid rates of urbanization will occur in the developing countries. The urban population of the developing regions was just 26 per cent in 1975, but is projected to rise to 50 per cent by 2015. To reduce pressures on urban infrastructures from too rapid urbanization, countries must increase investments in rural areas and small towns. The world community must also cooperate to eliminate involuntary migrations within and between countries caused by war, oppression and civil strife, and increasingly by the degradation of arable land and other natural resources upon which many poor families depend for their livelihoods. The world community must focus on the causes and effects of international migration and must seek, through bilateral and multilateral instruments, to protect migrants from exploitation and to make international migration more beneficial to both sending and receiving countries.

1.18. Over the next 20 years, the international community will also need to give greater attention to the special problems of countries with very low fertility and ageing populations. Included are those developing countries that are undergoing very rapid demographic transitions to low birth and death rates

and that, as a result, will need to accommodate in the near future large numbers of elderly persons often with limited national resources to draw upon.

1.19. The present Programme of Action recognizes that over the next 20 years Governments, by themselves, cannot and should not expect to meet the goals and objectives set out here for greater gender equity, improved access to reproductive health care and better family-planning services, reductions in maternal, infant and child mortality, universal primary school education and other measures related to improving the quality of life with greater equity. All groups in society have the right, and indeed the responsibility, to play an active part in efforts to reach those goals. The increased level of interest manifested by non-governmental organizations, first in the context of the United Nations Conference on Environment and Development and the World Conference on Human Rights, and now in these deliberations, reflects an important and in many places rapid change in the relationship between Governments and a variety of non-governmental institutions. In nearly all countries new partnerships are emerging between Government, business, non-governmental organizations and community groups. Those partnerships need to be encouraged and supported in creative ways that recognize the large contributions that those groups and their individual members can make, regardless of their age, income, ethnicity or disability, to a common global future.

1.20. During the remaining six years of this critical decade, the world's nations by their actions or inactions will choose from among a range of alternative demographic futures. The most likely of those alternatives are foreseen in the low, medium and high variants of the United Nations population projections. Looking ahead 20 years, these alternate projections range from a low of 7.27 billion people in 2015 to a high of 7.92 billion. The difference of 660 million people in the short span of 20 years is nearly equivalent to the current population of the African continent. Further into the future, the projections diverge even more significantly. By the year 2050, the United Nations low projection shows a world population of 7.8 billion people, and the high projection a population of 12.5 billion people. Implementation of the goals and objectives contained in this 20-year Programme of Action, which address many of the fundamental population, health, education and development challenges facing the entire human community, would result in world population growth during this period and beyond at levels close to the United Nations low variant.

1.21. Many of the quantitative and qualitative goals of this Programme of Action clearly require additional resources, many of which could become available from a reordering of priorities at the individual, national and international levels. However, none of the actions required - nor all of them combined - are expensive in the context of either current global development or military expenditures. A few would require little or no additional financial resources, in that they involve changes in lifestyles, social norms or government policies that can be largely brought about and sustained through greater citizen action and enlightened political leadership. But to meet the resource needs of those actions that do require increased public expenditures over the next two decades, it is proposed that 20 per cent of public-sector expenditure in all countries be devoted to the social sector, as well as at least 20 per cent of international development assistance. Less than

1.4 per cent of official development assistance in recent years has been directed to population and related reproductive health programmes (in 1992, approximately US$ 1 billion was provided for international population assistance). This percentage should increase to at least 4 per cent, a level already reached and sustained for over a decade by one donor country, in recognition of the contributions that family planning makes to individual well-being and that slower rates of population growth will make to the quality of life for current and future generations. The legacy of this Conference will be measured by the strength of the specific commitments made here, as part of a new global compact among all the world's countries and peoples, based on a sense of shared responsibility for each other and for their planetary home.

Chapter II

PRINCIPLES

2.1. In their deliberations on population, sustained economic growth and sustainable development and the interrelationship of those issues as addressed in the present Programme of Action, the participants in this Conference are fully cognizant of the principles, the fundamental positions of intention and purpose, that have guided their efforts.

2.2. In the formulation of the statement of principles or fundamental considerations set out in this Programme of Action, particular attention and importance has been accorded to the following major expressions of international commitment and resolve: the World Population Plan of Action, adopted at Bucharest in 1974 1/ and its reaffirmation by the International Conference on Population held at Mexico City in 1984; 2/ the Declaration on a Better Life for Future Generations, adopted by the International Forum on Population in the Twenty-first Century; 11/ the Rio Declaration on Environment and Development, adopted by the United Nations Conference on Environment and Development at Rio de Janeiro in 1992; 4/ the Nairobi Forward-looking Strategies for the Advancement of Women; 12/ the Universal Declaration of Human Rights; 13/ the International Development Strategy for the Fourth United Nations Development Decade; 14/ the Declaration on International Economic Cooperation, in particular the Revitalization of Economic Growth and Development of the Developing Countries; 15/ the International Convention on the Elimination of All Forms of Racial Discrimination; 16/ the Convention on the Elimination of All Forms of Discrimination against Women; 17/ the Convention on the Rights of the Child; 18/ and the Vienna Declaration and Programme of Action, adopted by the World Conference on Human Rights. 5/

(Note: Where wording from an existing declaration or statement of commitment is used in the following paragraphs, its source is indicated in parentheses.)

A. Population, development and human rights

2.3. Human beings are at the centre of concerns for sustainable development. They are entitled to a healthy and productive life. (Rio Declaration, principle 1)

2.4. All human beings have the basic right to a life free from hunger, poverty, ignorance, disease and fear. (Declaration on International Economic Cooperation, in particular the Revitalization of Economic Growth and Development of the Developing Countries)

2.5. Everyone is entitled to all the rights and freedoms set forth in the Universal Declaration of Human Rights, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status. (Universal Declaration of Human Rights, art. 2)

2.6. The inherent dignity and the equal and inalienable rights of all members of the human family is the foundation of freedom, justice and peace in the world. (International Covenant on Economic, Social and Cultural Rights, preamble)

B. Responsibility of society for human development

2.7. The ideal of free human beings enjoying freedom from fear and want can only be achieved if conditions are created whereby everyone may enjoy economic, social and cultural rights, as well as civil and political rights. (International Covenant on Economic, Social and Cultural Rights, preamble)

2.8. Population goals and policies are integral parts of social, economic and cultural development, whose principal aim is to improve levels of living and the quality of life of all people. (Adapted from World Population Plan of Action, para. 14 (a))

2.9. Everyone has the right to an adequate standard of living for themselves and their families, including adequate food, clothing and housing, and to the continuous improvement of living conditions. (International Covenant on Economic, Social and Cultural Rights, art. 11, para. 1)

2.10. To ensure that the essential needs of both present and future generations are met, the right to development for all individuals, communities and countries must be fulfilled. (Adapted from Rio Declaration, principle 3)

C. Population and sustainable development

2.11. To achieve sustainable development and a higher quality of life for all people, States should reduce and eliminate unsustainable patterns of production and consumption and promote appropriate demographic policies. (Rio Declaration, principle 8)

2.12. In order to achieve sustainable development, population perspectives shall constitute an integral part of the development process and cannot be considered in isolation from it. (Adapted from Rio Declaration, principle 4)

2.13 The responsibility of couples and individuals in the exercise of their right to decide on the number and spacing of their children takes into account the needs of their living and future children, and their responsibilities towards the community. (World Population Plan of Action, para. 14 (f))

2.14. No society has the right to pursue consumption and production patterns that undermine the ability of other societies to develop in a sustainable manner now and in the future.

D. Partnership in population

2.15. The formulation and implementation of population policies is the sovereign right of each nation. (World Population Plan of Action, para. 14)

2.16. Each country is responsible for its own economic policies for development, in accordance with its specific situations and conditions, and for the life and well-being of all its citizens. National policies also need to take fully into account the obligations of all countries to international economic cooperation. (Declaration on International Economic Cooperation, in particular the Revitalization of Economic Growth and Development of the Developing Countries, para. 4)

2.17. All States and all people shall cooperate in the essential task of eradicating poverty as an indispensable requirement for sustainable development, in order to decrease the disparities in standards of living and better meet the needs of the majority of the people of the world. (Rio Declaration, principle 5)

2.18. The special situation and needs of developing countries, particularly the least developed and those most vulnerable in the population and development sectors, shall be given special priority. International actions in the field of population and development should also address the interests, situations and needs of all countries. (Adapted from Rio Declaration, principle 6)

2.19. All individuals have the right to participate in their country's decision-making process on population policies.

E. Gender and equity

2.20. Women have the same rights as men to participate fully in policy and decision-making at all levels.

2.21. All individuals should have access to basic health care, regardless of income, ethnicity, sex, age or disability.

2.22. All individuals have the right to receive equal pay and benefits for equal work and to be treated equally. All women and men have the right to inherit, buy, hold and sell property, obtain credit and negotiate contracts in their own names and on their own behalf.

2.23. All children have the right to a basic education. All girls and boys have equal rights to realize their full potential through education.

F. The family

2.24. The widest possible protection and assistance shall be accorded to the family, which is the natural and fundamental group unit of society, particularly for its establishment and while it is responsible for the care and education of dependent children. Marriage must be entered into with the free consent of the

intending spouses. (International Covenant on Economic, Social and Cultural Rights, art. 10, para. 1)

2.25. All individuals have the right to form and sustain a family. Men and women should be equal partners in family life.

2.26. Children have the right to be cared for and supported by both parents and to be protected from economic exploitation and sexual abuse.

2.27. No one may be married against his or her will and no one may become a parent against his or her will.

G. Reproductive rights and reproductive health

2.28. All couples and individuals, on the basis of equality of men and women, have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so. (World Population Plan of Action, para. 14 (f) and Convention on the Elimination of All Forms of Discrimination against Women, art. 16, para. 1 (c))

2.29. The aim of family-planning programmes must be to establish the widest possible freedom of choice in matters of procreation. Coercion in family-planning programmes, whether physical, economic or psychological, is a breach of human rights and can never be acceptable.

2.30. All individuals have the basic right to choose when and if they will have children. The right to bear children implies responsibility to care for children and to consider their interests and the interest of the larger community.

H. Migration

2.31. People have the right to choose their place of work and residence within their own countries and to emigrate to any country that accepts them.

2.32. Nation States have the right to determine the qualifications for citizenship and legal residence, in conformity with universally recognized international standards.

2.33. Documented migrants and their families and refugees accepted to asylum should be free of discrimination with respect to economic and educational opportunity and access to social services. They should be protected from racial abuse and violence.

2.34. Asylum-seekers may not be returned to a country where their life or liberty may be in jeopardy.

Chapter III

INTERRELATIONSHIPS BETWEEN POPULATION, SUSTAINED ECONOMIC GROWTH AND SUSTAINABLE DEVELOPMENT

A. Integrating population, economic and development strategies

Basis for action

3.1. The everyday activities of all human beings, communities and countries are interrelated with population change, patterns and levels of use of natural resources, the state of the environment and the pace and quality of economic and social development. There is general agreement that demographic parameters such as population growth, density, structure and movement have significant influences on, and are in turn influenced by, persistent widespread poverty, wasteful consumption and production patterns, unsustainable use of natural resources, environmental degradation and serious social and gender inequities. The Rio Declaration and Agenda 21, adopted by the international community at the United Nations Conference on Environment and Development held at Rio de Janeiro in 1992, call for patterns of development that reflect the new understanding of these and other intersectoral linkages. Recognizing the longer-term realities and implications of current actions, the development challenge is to improve the quality of life for present generations without compromising the ability of future generations to meet their own needs.

3.2. Despite recent declines in birth rates in many developing countries, further large increases in population size are inevitable. Indeed, it is often not recognized that, owing to the unusually youthful age structure, for numerous countries the coming decades will bring even greater increases in absolute numbers than anything they have experienced up to now. Population movements, within countries and across borders, and the uneven distribution of population, including the very rapid growth of cities, will continue and increase in the future. Because of the interlinkages, these phenomena will profoundly affect socio-economic development, the environment and natural resources.

3.3. "Sustainable" development implies long-term sustainability in all economic sectors, including industry, energy, agriculture, forestry and consumption. Policies in these and other sectors have, however, rarely given due attention to population considerations. Explicitly integrating population into economic and development strategies will both speed up the pace of sustainable growth and contribute to the achievement of population objectives.

Objective

3.4. The objective is to achieve integration of population factors in the full range of development strategies. The resulting plans and budgets should be based on the goals of improving human well-being and social justice.

Actions

3.5. At the international, national and local levels, population issues should be integrated into the formulation and implementation of all policies and programmes relating to economic and social development and the environment. Development strategies must realistically reflect both short- and long-term implications of population growth, structure, density and movement.

3.6. Governments, international agencies and other concerned parties should ensure that timely and periodic reporting of their development plans and budgets explicitly reflect the integration of population factors. The monitoring and review process at the intergovernmental level should evaluate the progress of efforts to integrate population in development and environment programmes and to achieve population trends that are more consistent with sustainable development and sustained economic growth.

3.7. Governments should establish the requisite internal institutional mechanisms to ensure that population factors are appropriately reflected by economists, planners and administrators within the decision-making processes of all those ministries and agencies responsible for economic and social development at all levels of Government.

3.8. Political commitment for integrated strategies should be strengthened by public education and information programmes, by partnerships between Governments, non-governmental organizations and the private sector, and by improving the knowledge base through research and building local capacity.

B. Population, sustained economic growth, poverty alleviation and human resource development

Basis for action

3.9. Statistical gains recorded in recent years in such indicators as life expectancy and traditional measures of national product, while significant and encouraging, do not, unfortunately, fully reflect the realities of modern life of hundreds of millions of men, women, adolescents and children. Despite decades of development efforts, both the gaps between rich and poor nations and the inequalities within nations have actually widened. Serious economic, social and gender inequities persist and hamper efforts to improve the quality of life for hundreds of millions of people, especially women. The number of people living in poverty, who are malnourished, illiterate, in poor health and in substandard housing, stands at approximately 1 billion and continues to mount.

3.10. Widespread poverty remains the major challenge to development efforts. Poverty is often accompanied by illiteracy, low status of women and limited access to health and family-planning services. All of these factors contribute to high levels of fertility, morbidity and mortality, as well as to low economic productivity. Poverty is also closely related to the unsustainable use of such natural resources as land and water, and to serious environmental degradation. Achieving sustainable development is therefore linked with alleviating poverty, and eliminating poverty requires sustained economic growth.

3.11. In most countries, efforts to achieve economic progress and reduce poverty can be reinforced by slowing population growth and achieving early population stabilization. The costs of providing basic education, sanitation, housing, an adequate food supply and urban infrastructure for rapidly growing populations continue to strain already weak economies and limit development options. Pressures to provide increased food supplies often lead to unsustainable agriculture practices and/or dependence on costly food imports. The unusually high proportion of youth, a consequence of rapid population growth, serves to keep many developing countries on a treadmill. Productive jobs must be created for a continually growing labour force under conditions of already widespread unemployment and latent social discontent. The numbers of the elderly requiring public support will also increase rapidly in the future.

3.12. Achievement of sustainable economic growth and poverty reduction are also influenced by issues of governance and efficient national institutions, as well as by such external economic factors as debt burden, terms of trade, trade restrictions and availability of technology and of international financial assistance.

Objective

3.13. The objective is to raise the quality of life for all people, notably through the alleviation of poverty, the creation of employment, the guarantee of human rights and the improvement of health, education, nutrition and housing. As women are generally the poorest of the poor, eliminating social and economic discrimination against women is a prerequisite for reducing poverty, promoting economic growth and achieving sound population policies.

Actions

3.14. By slowing down population growth, many countries have bought more time to adjust for future population increases. This has increased their ability to attack poverty, repair the environment and build the base for future sustainable development. Even a difference of a single decade in the transition to stabilization levels of fertility can have a considerable positive impact on quality of life.

3.15. Investment in human resource development must be given a higher priority in development budgets at all levels, with programmes specifically directed at increased access to education, job training, quality health care and family-planning services.

3.16. All countries should strive to ensure the completion of primary school or an equivalent level of education by all girls and boys as quickly as possible, and in any case before the year 2015. Countries that will have achieved the goal of universal primary education sooner are urged to extend and facilitate access to and completion of education to secondary school levels. In seeking to attain those goals, particular attention should be given to the elimination of disparities in educational access and support that are detrimental to girls.

3.17. Existing gender inequities and barriers to women in the workforce should be eliminated and women's participation in economic policy-making and

implementation should be promoted. Investments in education, health and family planning for women and girls will increase their options and opportunities to contribute to economic growth while reducing pressures for large families.

3.18. High priority should be given to facilitating the access by all disadvantaged groups of society to education, training and credit, and to increasing their opportunity to participate in gainful employment; particular attention should be given to meeting the needs of poor women.

3.19. Private-sector job creation in the industrial, agricultural and service sectors should be facilitated by national Governments through the creation of more favourable climates for expanded trade and investment. This will require supporting democratic institutions, curtailing corruption and redirecting domestic budget priorities to the social sectors and human resource development.

3.20. The international community should promote a supportive economic environment for developing countries in their attempt to achieve economic progress and reduce poverty. Efforts should be particularly addressed to liberalizing trade policies, reducing the debt burden, providing financial assistance and access to technologies and ensuring that structural adjustment programmes are so designed and implemented as to be responsive to social and environmental concerns.

C. Population, sustainable development and the environment

Basis for action

3.21. There is evidence that in recent decades the indiscriminate pursuit of economic growth in nearly all countries, particularly those that are industrialized, with little or no regard for conserving natural resources or protecting the environment, is threatening and undermining the basis for progress by future generations. Substantial research also indicates that demographic pressures often exacerbate problems of environmental degradation and resource depletion and thus inhibit sustainable development. Demographic pressures may be manifested through rapid population growth in ecologically fragile areas, urban concentrations, migration, or consumption and production patterns. The effects of deep poverty in some areas and excessive consumption in others reinforce demographic impacts on the environment and natural resources.

3.22. Such individual ecosystems as forests, wetlands and coastal areas, mountainous uplands, arid regions and small islands are proving to be particularly fragile and have suffered considerable damage. Many basic resources on which future generations will depend are rapidly being drawn down. Across the planet, land is being overused and soil depleted owing to marginal farming and to the spread of cities. Forests are being decimated as a consequence of forces of economics, consumption, poverty and population. Water scarcity and pollution are spreading. The growing sprawl of mega-cities brings critical problems of wate and air pollution, waste management and ecological impacts on surrounding hinterlands. In addition, new environmental phenomena on a planetary scale, such as climate change, depletion of the Earth's protective

ozone layer and the loss of biological diversity - all caused by human activities - have serious implications for the viability and quality of human existence.

Objectives

3.23. The objectives are:

(a) To achieve and maintain a harmonious balance between population, resources, food supplies, the environment and development in order not to constrain the prospects for future generations to attain a decent quality of life. This implies reassessing and changing agricultural, industrial and energy policies, reducing excessive resource consumption and curbing unsustainable population growth and distribution;

(b) To develop adaptive strategies to address the implications of inevitable future increases in population numbers and changes in concentration and distribution, particularly in ecologically vulnerable areas and urban agglomerations.

Actions

3.24. Administrative and regulatory measures should promote sustainable resource management and prevent environmental degradation. Such measures could include environmental impact assessments, fiscal incentives, environmental accounting and rigorous application of the polluter pays principle.

3.25. Cleaner technologies should be developed and shared among countries to reduce industrial pollution and waste products, to improve energy conservation and efficiency, to improve food production and to replace fossil fuels and fuel wood with renewable and less polluting energy sources.

3.26. Consumption patterns and lifestyles that have adverse ecological impacts should be modified through consumer education, incentives, taxes, user fees, and other policies that foster sustainable resource use in all countries and promote the inclusion into product pricing of full environmental and natural resource costs.

3.27. Governments should promote rural infrastructure and development in order to provide employment opportunities and alternatives to overuse of marginal lands and urban migration. Sustainable farming and irrigation should be encouraged through, inter alia, education, soil conservation, rural credit and, where essential, non-protectionist incentive and pricing policies. Governments should also revise policies and laws on landownership and tenure, with a view to encouraging conservation and sustainable resource use and to better meeting the needs for land and land use by the poor, women, pastoral nomads and indigenous people.

3.28. Government policies should promote forest conservation, sustainable forest management and reforestation. For their part, population and development programmes should aim at reducing excessive demographic pressures and migration

in and near vulnerable forest areas, particularly tropical forests, which are home to most of the planet's biological diversity.

3.29. In the light of the growing scarcity of non-polluted water resources, concerted actions at all levels are needed for more effective water conservation, management and distribution, and for the sustainable development of underground and surface-water resources. Greater emphasis must be given at all levels to the relationship between the availability of usable water resources and population.

3.30. A major precondition for better environmental protection and management of natural resources is the full participation of women in programme management and decision-making. This implies their political, economic and social empowerment, and equal access to education, health care and family planning, jobs, credit and extension services.

3.31. Governments should introduce coastal zone and marine management techniques that preserve coastal habitats, prohibit harmful catching methods, reduce coastal and ocean pollution, and promote sustainable exploitation of the living resources of the seas.

3.32. More education is needed in all societies on the implications of population-environment relationships in order to influence behavioural change and consumer lifestyles and to promote sustainable management of natural resources. The media should be a major instrument for expanding knowledge and motivation.

3.33. Research is needed to assess human vulnerability to environmental change, to identify and monitor ecologically fragile areas subject to population pressures, to adapt the experience of indigenous people in managing ecosystems, and to develop measures to promote greater harmony between the needs of people and the preservation of ecosystems on which they depend in the long run.

Chapter IV

GENDER EQUALITY AND EMPOWERMENT OF WOMEN

A. Empowerment and status of women

Basis for action

4.1. The empowerment of women is essential for the achievement of sustainable development. The full participation of both women and men is required in all aspects of productive and reproductive life, including shared responsibilities for the care and nurturing of children and maintenance of the household. The empowerment of women and the improvement of their status, particularly in respect of education, health and economic opportunity, is a highly important end in itself. In addition, improving the status of women also enhances their decision-making capacity in vital areas, especially in the area of reproduction. This, in turn, is essential for the long-term success of population programmes. Experience shows that population and development programmes are most effective when steps have simultaneously been taken to improve the status of women.

4.2. Education is one of the most important means of empowering women and of giving them the knowledge, skills and self-confidence necessary to be full partners in the development process. More than 40 years ago, the Universal Declaration of Human Rights asserted that "everyone has the right to education". In 1990, Governments meeting at the Education for All Summit in Jomtien, Thailand, committed themselves to the goal of universal access to basic education. But despite notable efforts by countries around the globe that have appreciably expanded access to basic education, there are approximately 960 million illiterate adults in the world, of whom two thirds are women. More than one third of the world's adults, most of them women, have no access to printed knowledge, to new skills and to technologies that would improve the quality of their lives and help them shape and adapt to social and economic change. There are 130 million children who are not enrolled in primary school and 70 per cent of them are girls.

Objectives

4.3. The objectives are:

(a) To achieve equality between men and women and to allow women to realize their potential;

(b) To enhance women's contribution to the development process through their full integration into population, health, education and income-generating activities, both as active participants and as beneficiaries.

Actions

4.4. Countries should empower women and close the gender gap as soon as possible by:

(a) Encouraging women's participation at all levels of the political process in each community and society;

(b) Promoting the fulfilment of their potential through education and skill development, paying urgent attention to the elimination of illiteracy among adult women;

(c) Eliminating all legal, political and social barriers against women; assisting women to establish and realize their rights, particularly those that relate to sexual and reproductive health;

(d) Adopting concrete measures to improve women's ability to earn income, achieve economic self-reliance, inherit, own and dispose of property and have access to credit.

4.5. All countries should make greater efforts to enforce the national laws and international conventions protecting women from all types of economic discrimination and from sexual harassment in the workplace, including full implementation of the Convention on the Elimination of All Forms of Discrimination against Women and the recommendations regarding women's rights contained in the Vienna Declaration and Programme of Action adopted at the World Conference on Human Rights in 1993. Governments at all levels must ensure that women can inherit, buy, hold and sell property, obtain credit and negotiate contracts in their own names and on their own behalf. Gender-disaggregated data should be used to help enforce laws related to discrimination in hiring, wages, benefits, training and job security with a view to eliminating gender disparities in income by no later than the year 2015.

4.6. The principle of equitable representation of both sexes should be reflected in all population and development programmes, especially at the managerial and policy-making levels. Procedures and gender-specific indicators should be devised for analysing women's participation in development programmes and for assessing the impact of those programmes on women's social, economic and health status and access to resources.

4.7. Countries are urged to take steps to combat violence against women and girls, including sexual violence and abuse. Countries should pay special attention to protecting the rights and safety of women who are victims of degrading circumstances such as trafficking and prostitution or who are in potentially exploitable situations, such as migrant women in domestic service.

4.8. The design of family health and other development interventions should take better account of the demands on women's time from the triple responsibility of child-rearing, household chores and income-producing activities. Greater investments should be made in appropriate technologies to lessen the daily burden of women's work. Greater attention should be paid to

the ways in which environmental degradation and changes in land use adversely affect the allocation of women's time.

4.9. Every effort should be made to encourage the expansion and strengthening of grass-roots support groups for women. Such groups should be the central focus of national campaigns to make women aware of the full range of their legal rights, including their rights within the family, and to help women organize to achieve those rights.

4.10. Employers are strongly urged to help both male and female employees manage their family and work responsibilities through flexible work-hours, parental leave, day-care facilities and other such measures.

4.11. Programmes to meet the needs of growing numbers of elderly people should fully reflect that women represent the larger proportion of the elderly and that elderly women generally have a lower socio-economic status than elderly men.

B. The girl child

Basis for action

4.12. Since in all societies discrimination on the basis of sex often starts at the earliest stages of life, greater equality for the girl child is a necessary first step in ensuring that women realize their full potential and become equal partners in development. In a number of countries, higher rates of mortality among very young girls, as compared with boys, suggest that "son preference" may curtail the access of girl children to food and health care. Investments made in the girl child's health, nutrition and education, from infancy through adolescence, are critical to eventual gender equality.

Objectives

4.13. The objectives are:

(a) To eliminate discrimination against the girl child, increase public awareness of the value of the girl child and eliminate the root causes of son preference;

(b) To strengthen the girl child's self-image and self-esteem and improve the status of the girl child, especially in regard to health, nutrition and education.

Actions

4.14. Leaders must speak out forcefully against patterns of gender discrimination within the family, based on preference for sons. One of the aims should be to eliminate excess mortality among girls by the end of the decade, wherever such pattern exists. Parents must be convinced through special education and public information efforts of the need to treat girl and boy children equally with respect to nutrition, health care, social interaction and education.

4.15. Beyond the achievement of the goal of universal primary education in all countries before the year 2015, all countries are urged to ensure the widest and earliest possible access by girls and women to secondary and higher levels of education, bearing in mind the need to improve the quality and relevance of that education.

4.16. Schools, the media and other social institutions must eliminate stereotypes that reinforce existing inequities between males and females and undermine girls' self-esteem. Countries must recognize that, in addition to expanding education for girls, the content of education must also change to reflect a commitment to full gender equality.

4.17. Countries should develop an integrated approach to the special nutritional, reproductive health, education and social needs of girls and young women, as such additional investments in adolescent girls can often compensate for earlier inadequacies in their nutrition and health care. Most importantly, they set the stage for lifetime patterns of reproduction and employment.

4.18. Governments should strictly enforce laws concerning the minimum legal age of consent and minimum age at marriage, paying attention to the provision of alternatives to early marriage such as educational and employment opportunities.

4.19. Governments are urged to prohibit female genital mutilation and, in collaboration with non-governmental organizations and local communities, to act vigorously to create awareness among concerned populations of the urgent necessity to eliminate such practices.

4.20. Countries should take affirmative steps to keep girls in school, at least through early adolescence, by building more community schools, training more female teachers and providing scholarships or, where essential, other monetary incentives that help compensate parents for the loss of girls' labour, all with the aim of closing the gender gap in secondary school education by the year 2005. Countries should also supplement those efforts by making full use of non-formal education opportunities.

C. Male responsibilities and participation

Basis for action

4.21. Changes in both men's and women's attitudes and behaviour are necessary conditions for achieving the full equality of men and women. Men play a key role in bringing about gender equality since, in most societies, men exercise preponderant power in nearly every sphere of life, ranging from personal decisions regarding the size of their families to the policy and programme decisions taken at all levels of Government. It is essential to improve communication between men and women, and the understanding of their respective and joint responsibilities, so that men and women are seen as equal partners in public and private life.

Objective

4.22. The objective is to promote gender equality in both family and community life, with regard to all issues of mutual concern to women and men and to encourage men to take responsibility for their fertility and parental duties.

Actions

4.23. The equal participation of women and men in all areas of family responsibility, including family planning, child-rearing and housework, should be promoted and encouraged, by means of information, education, communication, employment legislation and institutional support, so that partners of both sexes may have more choice regarding the balance of their domestic and public responsibilities.

4.24. Special efforts should be made to effectively involve men in safe and responsible parenthood and family planning, emphasizing men's shared responsibilities, inter alia, in the areas of prenatal and maternal health, prevention of sexually transmitted diseases, prevention of unwanted and high-risk pregnancies, shared control and contribution to family income, children's education, health and nutrition, and promotion of the equal value of children of both sexes. Male responsibilities in family life must be included in the education of children from the earliest ages.

4.25. Governments must take steps to ensure that children receive appropriate financial support from parents by, among other measures, enforcing child-support laws. In those countries where men have been increasingly abandoning financial responsibilities for children, Governments must consider changes in law and policy designed to help bring men home.

4.26. National and community leaders must promote the full involvement of men in family life and the full integration of women in community life. Parents and schools must ensure that attitudes that are respectful of women and girls as equals are instilled in boys from the earliest possible age, along with an understanding of their shared responsibilities in sexual health, reproduction and all aspects of family life. Programmes to reach boys before they become sexually active are urgently needed in most countries.

Chapter V

THE FAMILY, ITS ROLES, COMPOSITION AND STRUCTURE

A. Diversity of family structures and composition

Basis for action

5.1. As part of the process of rapid demographic and socio-economic change throughout the world, patterns of family formation and family life are continuing to undergo considerable change, altering the composition and structure of families in many societies. The traditional gender-based division of productive and reproductive functions in the family often no longer reflects current realities and aspirations, as more and more women in all parts of the world take up paid employment outside the home. At the same time, the widely observed shift of population from rural to urban settings has placed greater responsibility on nuclear families and has denied many parents the assistance they once received from extended family support networks. As a result, many parents find it increasingly difficult to carry out all their work and family responsibilities. This is particularly the case when policies and programmes relative to the family give insufficient recognition to the existing diversity of family forms or are insufficiently sensitive to the needs and rights of women and children.

Objective

5.2. The objective is to develop policies and laws that better support the plurality of family forms, including the large number of households headed by single parents, and to address the social and economic factors behind the increasing costs of child-rearing to women.

Actions

5.3. Employers should provide means to facilitate compatibility between labour force participation and parental responsibilities, especially for single-parent households. Such means should include day-care centres and facilities for breast-feeding mothers within the work premises, kindergartens, part-time jobs and flexible work schedules.

5.4. Special efforts must be made to increase the earning power of poor women, especially those who are responsible in whole or in part for the support of children, including training, credit and funding for women's self-help groups and stronger enforcement of male financial responsibilities for their children.

5.5. Governments should eliminate all forms of coercion and discrimination in policies and practices related to marriage, unions and child-rearing, including all discriminatory measures concerning the rights to marriage and family formation of persons with disabilities.

B. Socio-economic support to the family

Basis for action

5.6. As a basic unit of society, the family in all its forms is entitled to receive greater protection from the multiple stresses that social and economic changes have put on the viability of the family. Such stresses have been particularly acute in recent years in countries where Governments have taken steps to reduce social expenditures as part of their efforts to bring government revenues and expenditures into balance and implement structural adjustment programmes. In many urban environments millions of children and youths are at special risk because families and various other key elements of the social fabric of communities have disintegrated, leading to high numbers of school drop-outs, children and youth abandoned in the streets, exploited in the labour market, and at high risk of unwanted pregnancies and sexually transmitted diseases. Increased labour migrations are an additional source of family tension and disintegration and are contributing to increased responsibilities for women. There are increasing numbers of vulnerable families, including not only single-parent families headed by poor women, but also poor families with elderly members or those with disabilities, refugee and displaced families, and families with members affected by AIDS, substance abuse, domestic violence, child abuse, or in other ways dysfunctional.

Objective

5.7. The objective is to ensure that all social and economic development policies are sensitive to the diverse and changing needs of families, and to provide necessary support, particularly to the most vulnerable families.

Actions

5.8. Governments should formulate family-sensitive policies and should develop the capacity to monitor the impact of decisions and actions on the viability of families and on their ability to meet basic family needs.

5.9. All levels of Government, non-governmental organizations and all other concerned parties should develop innovative ways to provide more effective assistance to families that manifest specific problems, such as domestic violence, drug and alcohol dependence, sexual and child abuse and neglect.

5.10. Countries should promote and support the role of families in the care of dependent elderly members and family members with disabilities and should help support the viability of multi-generational families.

5.11. Greater attention should be given to the poorest families and to families that have been victimized by war, drought, famine and racial and ethnic discrimination or violence.

Chapter VI

POPULATION GROWTH AND STRUCTURE

A. Fertility, mortality and population growth rates

Basis for action

6.1. The growth of the world population is at an all-time high in absolute numbers, with current increments exceeding 90 million persons annually. According to United Nations projections, annual population increments are likely to remain above 90 million until the year 2015. While it took 123 years for world population to increase from 1 billion to 2 billion, succeeding increments of 1 billion took 33 years, 14 years and 13 years. The transition from the fifth to the sixth billion, currently under way, is expected to take only 11 years and to be completed by 1998.

6.2. The majority of the world's countries are converging towards a pattern of low birth and death rates, but since they proceed at different speeds, the emerging picture is that of a world facing increasingly diverse demographic situations. In terms of national averages, during the period 1985-1990, fertility ranged from an estimated 8.5 children per woman in Rwanda to 1.3 in Italy, while expectation of life at birth, an indicator of mortality conditions, ranged from an estimated 41 years in Sierra Leone to 78.3 years in Japan. During the period 1985-1990, 44 per cent of the world population were living in the 114 countries that had growth rates of more than 2 per cent per annum. They included nearly all countries in Africa, whose population doubling times average about 24 years, two thirds of those in Asia and one third of those in Latin America. On the other hand, 66 countries comprising 23 per cent of the world population, the majority of them in Europe, had growth rates of less than 1 per cent per annum. Europe's population would take over 380 years to double at current rates. These disparate levels and differentials have implications for the ultimate size and regional distribution of the world population and for the prospects for sustainable development: between 1995 and 2015, it is projected that the population of the more developed regions will increase by some 120 million, while the population of the less developed regions will increase by 1,727 million.

Objective

6.3. The objective is to reduce disparities in national and regional population growth and achieve stabilization of the world population as soon as possible, fully respecting individual rights, aspirations and responsibilities, in order to create conditions for developmental sustainability at the community, national and global levels.

Actions

6.4. Countries should give greater recognition to the importance of population trends for development and should take the proved steps needed to accelerate their demographic transition from high to low levels of fertility and mortality.

These include ensuring universal access to primary education and primary health care, including reproductive health and family-planning services. Countries should mobilize all parts of society in these efforts, including non-governmental organizations and the private sector. These efforts should be fully supported by the international community.

6.5. In attempting to lower population growth rates, countries should recognize the interrelationships between fertility and mortality levels and aim to reduce high levels of infant, child and maternal mortality so as to lessen the need for large families and reduce the occurrence of high-risk births to very young women and of births too closely spaced together.

B. Children and youth

Basis for action

6.6. Owing to declining mortality levels and the persistence of high fertility levels, a large number of developing countries continue to have very large proportions of children and young people in their populations. For the less developed regions as a whole, 36 per cent of the population is under age 15, and even with projected fertility declines, that proportion will still be about 30 per cent by the year 2015. In Africa, 45 per cent is under age 15; a figure which is projected to decline only slightly to 40 per cent in 2015. Poverty has a devastating impact on children, as attested by the growing number of street children in many societies. Children in poverty are at high risk of falling prey to labour exploitation, trafficking, neglect, sexual abuse and drug addiction. The ongoing and future demands created by large young populations, particularly in terms of health, education and employment, represent major challenges and responsibilities for families, local communities, countries and the international community. First and foremost among these responsibilities is to ensure that every child is a wanted child. Second is to recognize that children are the most important resource for the future and that greater investments in them by parents and societies are essential to the achievement of sustained economic growth and development.

Objectives

6.7. The objectives are:

(a) To promote to the fullest extent the well-being and potential of all children and youth as representing the world's future human resources, in line with the commitments made in this respect at the World Summit for Children;

(b) To recognize the special needs of youth, especially young women, for social support, economic opportunity and access to reproductive health care.

Actions

6.8. Countries should give higher priority and attention to all dimensions of human development for children and youth and strive to eliminate all forms of

child exploitation and abuse, in particular the trafficking, abandonment and prostitution of children and the exploitation of child labour.

6.9. All countries must adopt and strictly enforce laws against child labour in keeping with commitments made under the United Nations Convention on the Rights of the Child.

6.10. Countries must enforce laws against the sexual abuse of children and seek to eliminate all child marriages as soon as possible, and in all cases by the end of this decade.

6.11. Countries should aim to meet the needs and aspirations of youth, ensuring their integration and participation in all spheres of society.

6.12. Youth should also be particularly involved in those population activities that have a direct impact on their daily lives. This is especially important in the area of family-planning services and in information programmes for the prevention of HIV/AIDS and other sexually transmitted diseases.

C. Ageing populations

Basis for action

6.13. The decline in fertility levels, reinforced by continued declines in mortality levels among the elderly, is producing fundamental changes in the age structure of the population of most societies, most notably record increases in the proportion and number of elderly persons, including a growing number of very elderly persons. In the more developed regions, approximately one person in every six is at least 60 years old, and this proportion will be close to one person in every four by the year 2025. The situation of developing countries that have experienced very rapid declines in their levels of fertility deserves particular attention. In China, for instance, the proportion of persons aged 60 or over will more than double between 1990 and 2015, from about 9 per cent to nearly 19 per cent. In most societies, women, because they live longer than men, constitute the majority of the elderly population and in many countries, elderly poor women are especially vulnerable. The steady increase of older age groups in national populations, both in absolute numbers and in relation to the working-age population, has significant implications for a majority of countries, both developed and developing, particularly with regard to the future viability of existing formal and informal modalities for assistance to the elderly. The economic and social impact of this "ageing of populations" is both an opportunity and a challenge to all societies. Many countries are currently re-examining their policies in the light of the principle that the aged population constitutes a valuable and important component of a society's human resources.

Objective

6.14. The objective is to create conditions that allow the elderly to work and live independently in their own communities for as long as possible and as desired.

Actions

6.15. All levels of Government involved in long-term socio-economic planning should take into account the increasing numbers and proportions of the elderly in the population and develop economic and fiscal mechanisms to enable individuals to take greater responsibility for their own economic security in old age.

6.16. Countries should give high priority to the development of human resources and the promotion of sound lifestyles as a way of dealing with the effects of population ageing and creating the conditions for healthy old age. The valuable contribution that the elderly make to society, especially as volunteers and care-givers, should be given due recognition.

6.17. Governments, in collaboration with non-governmental organizations, should strengthen formal and informal safety nets for the elderly in all countries, paying special attention to the needs of elderly women.

D. Indigenous people

Basis for action

6.18. Indigenous people have a distinct and important perspective on population and development relationships, frequently quite different from those of the populations with which they interrelate within national boundaries. In some regions of the world, indigenous people, after long periods of population loss, are experiencing steady and, in some places, rapid population growth resulting from declining mortality, although morbidity and mortality are generally still much higher than for other sections of the national population. In other regions, however, they are still experiencing steady population decline as a result of contact with external diseases, loss of land and resources, ecological destruction, displacement, resettlement and disruption of their families, communities and social systems.

6.19. Many indigenous groups consider their situation on the whole to be characterized by discrimination and oppression, sometimes even institutionalized in national laws and structures of governance. Such groups point to unsustainable patterns of production and consumption in the society at large as a key factor in the ongoing destruction of the ecological stability of their lands, as well as ongoing pressures to displace them from their lands. They believe that recognition of the rights of indigenous peoples to their ancestral lands is inextricably linked to sustainable development. They call for increased respect for indigenous culture, spirituality, lifestyles and sustainable development models, including traditional systems of land tenure, gender relations, use of resources and knowledge and practice of family planning. At national, regional and international levels, the perspectives of indigenous people have gained increasing recognition, including at the United Nations Conference on Environment and Development, and the designation by the United Nations of the year 1993 as the International Year of the World's Indigenous People.

6.20. The decision of the international community to proclaim the International Decade of the World's Indigenous People, to start on 10 December 1994, represents a further important step towards achievement of the aspirations of indigenous people. The goal of the Decade, which is the strengthening of international cooperation for the solution of problems faced by indigenous people in such areas as human rights, the environment, development, education and health, is acknowledged as directly related to the purpose of the International Conference on Population and Development and the present Programme of Action. Accordingly, the distinct perspectives of indigenous people are incorporated throughout this Programme of Action in the context of its specific chapters.

Objectives

6.21. The objectives are:

(a) To give full recognition to the population and development perspectives and needs of indigenous communities;

(b) To ensure that indigenous people receive population and development-related services that they deem socially and culturally appropriate.

Actions

6.22. Governments and other important institutions in society should recognize the distinct perspective of indigenous people on aspects of population and development and, in collaboration with concerned non-governmental and intergovernmental organizations, address their specific needs, including needs for reproductive health services. All steps necessary must be taken to eliminate human rights violations, especially all forms of coercion.

6.23. Within the context of the activities of the International Decade of the World's Indigenous People, the United Nations should, in full cooperation and collaboration with indigenous people and their relevant organizations, develop an enhanced understanding of indigenous people and aggregate data on their population patterns, both current and historical, as a means of improving the understanding of the population status of indigenous people.

6.24. Governments should take steps to protect resources and ecosystems on which indigenous communities depend for their survival, well-being and development and take this into account in the formulation of national population and development policies.

Chapter VII

REPRODUCTIVE RIGHTS, REPRODUCTIVE HEALTH AND FAMILY PLANNING

A. Reproductive rights and reproductive health

Basis for action

7.1. The cornerstone of reproductive rights is the recognition of the basic right of all couples and individuals to decide freely and responsibly the number and spacing of their children and to have the information and means to do so. In the exercise of this right, couples and individuals should take into account the needs of their living and future children and their responsibilities towards the community. Promoting reproductive rights for all people is the fundamental basis for government-supported policies and programmes in the area of reproductive health and family planning. The full realization of reproductive rights requires the commitment of the community to the promotion of mutually respectful and equitable gender relations and to meeting the needs of adolescents to deal in a positive and responsible way with their sexuality.

7.2. Reproductive rights and good reproductive health require that individuals and couples have the ability to reproduce, to regulate their fertility and to enrich their lives through mutually supportive and respectful sexual relationships. Good reproductive health is therefore more than the absence of disease or disorders of the reproductive process. Good reproductive health eludes many of the world's people because of inadequate levels of knowledge about human sexuality; the prevalence of high-risk sexual behaviour, discriminatory social practices and mores; the limited power many women have over their sexual and reproductive lives; and inadequate, inappropriate or poor-quality reproductive health information and services. Adolescents are particularly vulnerable because of their lack of information and access to services in most countries.

Objective

7.3. The objective is to ensure the provision of high-quality information and reproductive health-care services, which are more accessible, affordable, acceptable and convenient for the user, in order to achieve informed voluntary choice about child-bearing and methods of fertility control, to meet changing reproductive and sexual health needs over the life cycle, and to do so in ways that respect the social, cultural, economic and demographic diversity of local communities.

Actions

7.4. All countries should strive to provide through the primary health-care system reproductive health care to all individuals of child-bearing age as soon as possible, and in all cases no later than the year 2015. Reproductive health care in the context of primary health care should include: family-planning information and services; education and services for prenatal, normal delivery and post-natal care; prevention and treatment of infertility; prevention and

treatment of reproductive tract infections and sexually transmitted diseases; prevention and treatment of other reproductive health conditions; and information, education and counselling, as appropriate, on human sexuality, sexual and reproductive health and responsible parenthood. Referral for further diagnosis and treatment should always be available, as required, for complications of pregnancy and delivery, infertility, reproductive tract infections, sexually transmitted diseases and HIV/AIDS. Active discouragement of traditional practices such as female genital mutilation should also be an integral component of reproductive health-care programmes.

7.5. Reproductive health-care programmes designed to serve the needs of women must involve women in a central way in the planning, management, delivery and evaluation of services. Countries must take positive steps to train and employ more women at all levels of the health-care delivery system.

7.6. Innovative programmes, which are separate from those designed to serve women, must be developed to meet the reproductive health needs of men. Such programmes must both educate and enable men to share more equally in the responsibility for family planning and to accept the major responsibility for the prevention of sexually transmitted diseases. Programmes must reach men in their workplaces, in the military and where they gather for recreation.

7.7. Countries must seek to provide much greater community participation in reproductive health-care services by decentralizing the management of public health programmes and by forming partnerships with local non-governmental organizations and private health-care providers. Non-governmental organizations and their grass-roots networks have proved that they have the capability to create innovative services that reach underserved groups and are responsive to local clients. All types of non-governmental organizations, including trade unions, cooperatives, youth programmes and religious groups, should be encouraged to become involved in the promotion of better reproductive health. Most particularly, programmes should take advantage of the networks and expertise of local women's groups.

7.8. Without jeopardizing international support for programmes in developing countries, the international community should, upon request, give consideration to the training, technical assistance and short-term contraceptive supply needs of the countries in transition from centrally managed to market economies, where reproductive health is poor and in some cases deteriorating. At the same time, those countries must themselves give higher priority to reproductive rights and reproductive health services and must address their current over-reliance on abortion for fertility regulation purposes throughout much of the region. Women in those countries clearly need more choices on an urgent basis. However, the need for outside assistance may be relatively temporary given the substantial health infrastructure that exists in those countries.

7.9. Migrants and displaced persons in many parts of the world have limited access to reproductive health care and may face specific serious threats to their sexual and reproductive health and rights. Services must be sensitive particularly to the needs of individual women and responsive to their often powerless situation. The international community must recognize and take steps to address the reproductive health-care needs of the most vulnerable groups,

including girls and women in crisis situations, with particular attention to those who become victims of sexual violence in the context of war or civil strife.

B. Family planning

Basis for action

7.10. The aim of family-planning programmes must be to establish the widest possible freedom of choice in matters of procreation. The success of population education and family-planning programmes in a variety of settings demonstrates that informed individuals everywhere can and will act responsibly in the light of their own needs and those of their families and communities. The principle of informed free choice is essential to the long-term success of family-planning programmes. Coercion, whether physical, economic or psychological, has no part to play. Coercion is a breach of human rights; it also undermines the single most important purpose of organized family-planning programmes, which is to empower individuals and couples to achieve effective long-term control over their own reproductive lives. Governmental goals for family planning should be defined in terms of unmet needs for information and services. Demographic goals, while legitimately the subject of government development strategies, should not be imposed on family-planning providers in the form of targets or quotas for the recruitment of clients.

7.11. Over the past three decades, the increasing availability of safer methods of modern contraception, although still in some respects inadequate, has permitted greater individual choice in matters of reproduction throughout much of the world. Currently, about 55 per cent of couples in developing regions use some method of family planning. This figure represents a nearly fivefold increase since the 1960s. On average, family-planning programmes account for about half of the decline in average fertility rates for developing countries, from about six to seven children per family in the 1960s to about three to four children at present. However, the full range of modern family-planning methods still remains unavailable to at least 350 million couples world wide, many of whom say they want to space or prevent another pregnancy. Survey data suggest that approximately 120 million additional women world wide would be currently using a modern family-planning method if more accurate information and affordable services were easily available, and if husbands, extended families and the community were more supportive. These numbers do not include the substantial and growing numbers of sexually active unmarried individuals wanting and in need of information and services. During the decade of the 1990s, the number of couples of reproductive age will grow by about 18 million per annum. To meet their needs and close the existing large gaps in services, family planning and contraceptive supplies will need to expand very rapidly over the next several years. The quality of family-planning programmes is often directly related to the level of contraceptive use and to the growth in demand for services. Family-planning programmes work best when they are part of or linked to broader reproductive health programmes that address closely related health needs and when women are fully and closely involved in the design, delivery, management and evaluation of services.

Objectives

7.12. The objectives are:

(a) To help couples and individuals meet their reproductive goals in a framework that promotes good health and respects the dignity of all persons and their right to bear and raise children;

(b) To eliminate unwanted pregnancies and reduce the incidence of high-risk pregnancies;

(c) To make family-planning services available to all who need and want them;

(d) To improve the quality of family-planning services;

(e) To increase the participation of men in family planning.

Actions

7.13. The international community must use the full means at its disposal to support the principle of voluntary freedom of choice in family planning. Governments at all levels must institute systems of monitoring and of client-centred evaluation capable of detecting and controlling abuses by family-planning providers. Non-governmental organizations should assist in the process of setting standards for informed choice and in helping to monitor public- and private-sector programmes. All countries should, over the next several years, assess the extent of national unmet need for good-quality family planning, paying particular attention to the most vulnerable and underserved groups in the population. All countries should take steps to meet the expressed need of their populations as soon as possible and should, in all cases by the year 2015, seek to provide universal access to the full range of safe and reliable family-planning methods and to related reproductive health services. The aim should be to assist individuals and couples to achieve their reproductive goals so that by the year 2015 all pregnancies are intended pregnancies and all children are wanted children. If all expressed unmet need for family planning were to be met over the next two decades, along with efforts to improve the status of women and reduce child mortality, it is expected that contraceptive use would rise to an average of 69 per cent in the developing world, close to the levels seen in the developed countries.

7.14. As part of the effort to meet unmet needs, all countries should seek to identify the major remaining barriers to the increased utilization of family-planning and related reproductive health-care services by men and women, particularly among women who say they want to limit or space future pregnancies. Some of those barriers are cultural, and some are directly related to the inadequacy and poor quality of existing family-planning information and services. It should be the goal of public and private family-planning activities to remove all programme-related barriers to family-planning use by the year 2005 through the redesign and expansion of information and services and in other ways to increase the ability of women to make free and independent decisions about contraceptive use.

7.15. Specifically, Governments should make it easier for individuals and couples to take responsibility for their own reproductive health by removing unnecessary legal, medical, clinical and regulatory barriers to information and to access to family-planning methods, retaining only those necessary to ensure informed choice and a high quality of services.

7.16. If those goals are to be achieved, political leaders at all levels and community leaders of all types must play a strong, sustained and highly visible role in promoting and legitimizing the practice of family planning. Governments at all levels must provide a climate that is favourable to the expansion of good-quality public and private family-planning services and facilitate the availability of information through all possible channels, including the mass media. Finally, leaders and legislators at all levels must translate their public support for family planning into adequate allocations of budgetary, human and administrative resources to help meet the needs of all those who cannot pay the full cost of services.

7.17. In every society there are many social and economic incentives and disincentives that affect individual decisions about child-bearing and family size. Over the past century, many Governments have experimented with such schemes, including specific incentives and disincentives, in order to lower or raise fertility. Most such schemes have had only marginal impact on fertility and in some cases have been counterproductive. For these and other reasons Governments are encouraged to focus most of their efforts towards meeting their population and development objectives through education and other measures that support fully informed reproductive choices.

7.18. In the coming years all family-planning programmes must make significant efforts to improve quality of care. Among other measures, programmes should:

(a) Replace quantitative measures of performance with qualitative ones that take into account the perspectives of clients, including new management information systems and survey techniques for the timely evaluation of services;

(b) Recognize that no one method is appropriate for all individuals or couples and ensure that women and men have information on and access to the widest possible range of safe and effective family-planning methods in order to enable them to exercise free, informed and voluntary choice, rather than simply accepting the method preferred by service providers;

(c) Provide complete and accurate information about all family-planning methods, including their health risks and benefits and possible side effects, and their effectiveness in the prevention of the spread of HIV/AIDS and other sexually transmitted diseases;

(d) Make services more convenient and accessible for the client and ensure, through strengthened logistical systems, a sufficient and continuous supply of essential high-quality commodities;

(e) Expand and upgrade training in family planning for all health-care providers, including training in interpersonal communications.

7.19. In order to meet the substantial increase in demand for contraceptives over the next decade and beyond, the international community should move on an immediate basis to establish a global facility for the procurement of contraceptive and other commodities essential to reproductive health programmes of developing countries. The international community should also facilitate regional cooperation in the manufacture and distribution of such commodities.

7.20. Family-planning programmes should strive to generate innovative approaches to service delivery and cost-recovery designed in accordance with the needs and resources of the communities in which they work. These may include community-based distribution, social marketing of contraceptives or other appropriate and effective systems based on the results of operational research.

C. Sexually transmitted diseases

Basis for action

7.21. The world-wide incidence of sexually transmitted diseases is high and increasing. The situation has worsened considerably with the emergence of the HIV epidemic. Although the incidence of some sexually transmitted diseases has stabilized in parts of the world, there have been increasing cases in many developing countries, including among adolescents.

7.22. Women, in particular, are vulnerable to sexually transmitted infections, including HIV infection, because of the high-risk sexual behaviour of their partners. For women, the symptoms of infections from sexually transmitted diseases are often hidden, making them more difficult to diagnose than in men and the health consequences are often greater, including increased risk of infertility and ectopic pregnancy. The risk of transmission from infected men to women is also greater than from infected women to men, and many women are powerless to take steps to protect themselves.

Objective

7.23. The objective is to increase the contributions that family-planning and other reproductive health programmes can make to the prevention and treatment of sexually transmitted diseases.

Actions

7.24. Family-planning and reproductive health programmes need to strengthen their efforts in the prevention and treatment of sexually transmitted diseases, especially at the primary health-care level.

7.25. All health-care providers, including all family-planning providers, need specialized training in the prevention and detection of sexually transmitted diseases, especially infections in women, including HIV/AIDS.

7.26. Information, education and counselling on sexually transmitted diseases and HIV, and the supply and distribution of condoms, should become integral components of all reproductive health-care services.

D. Human sexuality and gender relations

Basis for action

7.27. Human sexuality and gender relations are closely interrelated and together affect the ability of men and women to achieve and maintain sexual health and manage their reproductive lives. Relationships of equality between men and women in matters of sexual relations and reproduction require mutual respect, understanding and a willingness to accept personal responsibility for the consequences of sexual behaviour. Responsible sexual behaviour and sensitivity in gender relations, particularly when instilled during the formative years, enhance and promote respectful and harmonious partnerships between men and women.

7.28. In a great many communities around the world, however, the reality of gender relations is very different. Violence against women, particularly domestic violence and rape, are widespread, and rising numbers of women are at risk for AIDS and other sexually transmitted diseases as a result of high-risk sexual behaviour on the part of their partners. In a number of countries, traditional practices meant to control women's sexuality have led to great suffering. Among them is the practice of female genital mutilation. Genital mutilation is a major lifelong risk to women's reproductive health and a violation of basic rights.

Objectives

7.29. The objectives are:

(a) To ensure that women and men have access to the information, education and services needed to achieve good sexual health and exercise their reproductive rights and responsibilities;

(b) To promote mutually respectful and equitable gender relations in matters of sex and reproduction.

Actions

7.30. Support must be given to education and services for boys and young men that stress men's responsibility to their partners and their children and that help men exercise those responsibilities. Educational efforts must begin in the schools at an early age, but must also reach adult men through a variety of community-based efforts.

7.31. In the light of the urgent need to prevent unintended pregnancies in high-risk groups, the rapid spread of AIDS and other sexually transmitted diseases, and the prevalence of sexual abuse and violence, it is important to base national policies on a better understanding of human sexuality and the realities of current sexual behaviour.

7.32. Active and open discussion of the need to protect women and children from sexual exploitation and violence must be encouraged and supported by educational

programmes at both national and community levels. Laws addressing those concerns must be strengthened and enforced.

7.33. Countries should act vigorously to stop the practice of female genital mutilation and to protect women and girls from all such unnecessary and dangerous practices. Services should include counselling to discourage the practice as well as treatment and rehabilitation of girls and women who have suffered mutilation.

E. Adolescents

Basis for action

7.34. The response of societies to the growing reproductive health needs of adolescents must be based on information and services that can help protect them from unwanted pregnancies and sexually transmitted diseases. Adolescents have special needs in the area of reproductive health. Motherhood at a young age entails a risk of maternal death much greater than average, and the children of young mothers have higher levels of morbidity and mortality. Early child-bearing continues to be an impediment to improvements in the educational and economic status of women in all parts of the world. Overall for young women, early marriage and early motherhood severely curtail educational and employment opportunities and are likely to have a long-term, adverse impact on their quality of life.

7.35. The lack of education and economic opportunities are both important factors in the high levels of adolescent child-bearing. In both developed and developing countries many low-income adolescents faced with few apparent life choices have little incentive to avoiding pregnancy and child-bearing.

7.36. In many societies, adolescents face pressures to engage prematurely in sexual activity. Young women, particularly low-income adolescents, are especially vulnerable because of their subordinate social position. Millions of teenage girls worldwide seek abortions every year, very many of them unsafe, attesting to the critical importance of the issue of unwanted adolescent pregnancy. In many countries, sexually active adolescents of both sexes are increasingly at high risk of contracting and transmitting sexually transmitted diseases, including HIV/AIDS, and they are typically poorly informed about how to protect themselves. Programmes for adolescents have shown to be most effective when they secure the full involvement of adolescents in identifying their reproductive and sexual health needs and in designing programmes that respond to those needs.

Objectives

7.37. The objectives are:

(a) To address adolescent reproductive health issues, including unplanned pregnancy, unsafe abortion, HIV infection, AIDS and other sexually transmitted diseases, through the promotion of both abstinence and responsible and healthy reproductive and sexual behaviour;

(b) To substantially reduce adolescent pregnancies both within and outside marriage.

Actions

7.38. Countries must remove legal and regulatory barriers to reproductive health care for adolescents and must ensure that the attitudes of health-care providers do not restrict the access of adolescents to the services they need.

7.39. Over the next 20 years, the international community should cooperate in a worldwide effort designed to discourage and greatly reduce the number of adolescent pregnancies, both outside and inside marriage. This effort is uniquely important for the health of young women and their children, for women's self-determination and, in many countries, for efforts to slow the momentum of population growth.

7.40. Governments and non-governmental organizations are urged to recognize the special needs of adolescents and to put urgently in place the programmes required to meet those needs. Such programmes should include education and counselling in the areas of responsible sexual behaviour, family planning, family life, reproductive and sexual health, sexually transmitted diseases, HIV infection and AIDS and other reproductive health services, as well as support mechanisms for the many adolescents who wish to abstain from sexual activity before marriage. Adolescents must be fully involved in the design of such information and services.

Chapter VIII

HEALTH AND MORTALITY

A. Primary health care and the health-care sector

Basis for action

8.1. One of the main achievements of the twentieth century has been the unprecedented increase in human longevity. In the past half century, expectation of life at birth in the world as a whole has increased by about 20 years and the risk of dying in the first year of life has been reduced by nearly two thirds. Nevertheless, these achievements fall short of the much greater improvements that had been anticipated in the World Population Plan of Action and the Declaration of Alma Ata adopted by the International Conference on Primary Health Care in 1978. There remain entire national populations and sizeable population groups within many countries that are still subject to very high rates of morbidity and mortality, particularly among infants and young children and women in their child-bearing years. Differences linked to socio-economic status or ethnicity are often substantial.

8.2. The increases in life expectancy recorded in most regions of the world reflect significant gains in public health and in access to primary health-care services. Notable achievements include the vaccination of about 80 per cent of the children in the world and the widespread use of low-cost treatments, such as oral rehydration therapy, to ensure higher rates of child survival. Yet, large segments of many populations continue to lack access to clean water and sanitation facilities. Large numbers of people remain at continued risk of infectious, parasitic and water-borne diseases, such as tuberculosis, malaria and schistosomiasis. In addition, the health effects of environmental degradation and exposure to hazardous substances in the workplace are increasingly a cause of concern in many countries. Similarly, the growing consumption of tobacco, alcohol and drugs may hamper future progress in reducing mortality and morbidity, particularly among populations unreached by health education. The impact of reductions in expenditures for health and other social services that has taken place in many countries as a result of public-sector retrenchment, structural adjustment and the transition to market economies may also be a factor in future levels of morbidity and mortality.

Objectives

8.3. The objectives are:

(a) To increase the healthy life-span of all people and reduce disparities in life expectancy between and within countries;

(b) To reduce morbidity and mortality, particularly among disadvantaged groups, in accordance with national and intergovernmental commitments to provide access to basic health care for all people.

Actions

8.4. All countries should make health promotion the central strategy for reducing mortality and morbidity, and strengthen health education efforts to give people the knowledge they need to assume greater responsibility for their own health. More effective efforts must be made to combat hunger, promote better nutrition, reduce the use of tobacco and the abuse of drugs and alcohol, and encourage responsible and safe sexual practices and behaviour and healthy lifestyles.

8.5. In keeping with the Declaration of Alma Ata, all countries, assisted as necessary by international and non-governmental organizations, should strive to reduce mortality and morbidity and seek to make primary health care, including family planning, available universally by the end of the current decade. Countries should aim to achieve by 2015 a life expectancy at birth greater than 75 years; countries with the highest levels of mortality should aim to achieve by 2015 a life expectancy at birth greater than 70 years. Efforts to ensure a longer and healthier life for all should emphasize the reduction of morbidity and mortality differentials between males and females, geographical regions, social classes and ethnic groups and take into account the need to give greater attention to health-related quality-of-life issues for elderly populations.

8.6. The role of women as primary custodians of family health needs to be recognized and supported through expanded health education, the wider availability to women of simple cost-effective remedies and the redesign of primary health-care services to better reflect the multiple demands on women's time.

8.7. Public participation in health policy planning and in the delivery of health care needs to be expanded, especially with respect to long-term care of the elderly and those with disabilities, child-survival programmes and the prevention of HIV infection and AIDS and other sexually transmitted diseases. All countries should re-examine training curricula and the assignment of responsibilities within the health-care delivery system in order to reduce reliance on physicians and on secondary and tertiary care facilities. They also should seek to make basic health services more sustainable financially by making greater use of social marketing and fee-based services.

8.8. All countries should give priority to measures that improve health by reducing air pollution, ensuring access to clean water, improving waste management and increasing the safety of the workplace. The impact of environmental problems on the health of vulnerable groups, such as children and the elderly, should be monitored on a regular basis.

B. Infant and child mortality

Basis for action

8.9. Important progress has been made in reducing infant and child mortality rates everywhere. Improvements in the survival of children have been the main component of the overall increase in average life expectancy in the world over

the past century, first in the developed countries and over the past 50 years in the developing countries. The number of infant deaths per 1,000 live births at the world level declined from 92 in 1970-1975 to about 62 in 1990-1995. For developed regions, the decline was from 22 to 12 deaths of children under age 1 per 1,000 births, and for developing countries from 105 to 69 deaths per 1,000 births. Improvements have been slower in sub-Saharan Africa and in some Asian countries where, during 1990-1995, more than one in every 10 children born alive will die before their first birthday. The mortality of children under age 5 exhibits similar differences between regions. Poverty, malnutrition, ignorance of the benefits of breast-feeding, inadequacy or lack of sanitation and health facilities are all factors associated with high infant and child mortality. In some countries, civil unrest and wars have also had major negative impacts on child survival. In addition, children born early or late in their mother's life or those born to women who have had frequent pregnancies are more likely to die early in life.

8.10. The World Summit for Children held in 1990 adopted a set of goals for children and development up to the year 2000, including a reduction of infant and under-five child mortality rates by one third, or to 50 and 70 per 1,000 live births respectively, whichever is less.

8.11. Family planning and child survival are closely linked. Early, late, frequent and multiple pregnancies are a major cause of high infant and child mortality. High levels of infant and child mortality may be a barrier to fertility declines where parents need to ensure that a certain number of children will survive to support them in old age. Birth rates and child death rates decline more rapidly when parents recognize that fewer and better spaced births mean healthier children and improved child survival.

Objectives

8.12. The objectives are:

(a) To lower infant and child mortality and close the gap in infant mortality between developed and developing countries as quickly as possible, with particular attention to eliminating the pattern of excess mortality among girl infants and children observed in some developing countries;

(b) To improve the health and nutritional status of infants and children.

Actions

8.13. Over the next 20 years, the gap between average infant and child mortality rates in the developed and the developing regions of the world should be substantially narrowed, and major differences among socio-economic and ethnic groups should be eliminated. Countries should strive to reduce their infant and under-five mortality rates by one third or to 50 and 70 per 1,000 live births, respectively, whichever is less, by the year 2000, with appropriate adaptation to the particular situation of each country. By 2015 all countries should aim to achieve an infant mortality rate below 35 per 1,000 live births and an under-five mortality rate below 45 per 1,000. Countries that achieve these levels earlier should strive to lower them further.

8.14. Integrated maternal and child health services must be extended to all the population but particularly to women and children in rural areas and to the poor in urban areas. Such services should provide prenatal care and nutrition counselling to reduce the incidence of low birth weight, promote breast-feeding and longer intervals between births, expand immunization coverage, and aid in the prevention and management of childhood diseases, particularly through the use of oral rehydration therapy and other low-cost technologies. Efforts to combat the major childhood diseases, particularly infectious and parasitic diseases, and to prevent malnutrition among children should be given priority.

C. Maternal morbidity and mortality

Basis for action

8.15. Deaths related to pregnancy and childbirth are among the leading causes of mortality for women of reproductive age in many parts of the developing world. At the global level, it has been estimated that about half a million women die each year from pregnancy-related causes, 99 per cent of them in developing countries. Maternal mortality is indeed one of the causes of death where the gap between developed and developing regions is greatest: in 1988, they ranged from over 700 per 100,000 live births in the least developed countries to about 26 per 100,000 live births in the developed regions. Rates up to 1,000 maternal deaths per 100,000 live births or higher have been reported in several rural areas of Africa, giving women with many pregnancies a high lifetime risk of death during their reproductive years. According to the World Health Organization (WHO), the lifetime risk of dying from pregnancy or childbirth-related causes is 1 in 20 in developing countries compared to 1 in 10,000 in some developed countries. The age at which women begin child-bearing, the interval between each birth and the total number of lifetime pregnancies all influence maternal morbidity and mortality. Mortality resulting from complications of poorly performed abortions accounts for a significant proportion of maternal deaths, particularly in countries where abortions are unsafe and illegal. Maternal deaths may have very serious consequences within the family, given the crucial role of the mother for her children's health and welfare. The death of the mother greatly increases the risks of her young children's death, especially if the family is not able to provide a substitute for the maternal role. Greater attention to the reproductive health needs of young women could prevent the major share of maternal morbidity and mortality.

Objective

8.16. The objective is to achieve a rapid and substantial reduction of maternal morbidity and mortality, reducing the differences observed between developing and developed countries, and to eliminate all deaths from unsafe abortion.

Actions

8.17. Countries should strive to effect a reduction by one half of the 1990 levels of maternal mortality by the year 2000 and a further reduction by one half by 2015. The realization of these goals will have different implications for countries with different 1990 levels of maternal mortality. Countries with

intermediate levels of mortality should aim to achieve by the year 2015 a maternal mortality rate below 60 per 100,000 live births. Countries with the highest levels of mortality should aim to achieve by 2015 a maternal mortality rate below 75 per 100,000 live births.

8.18. All sections of the international community must collaborate to expand the provision of maternity services in the context of primary health care and to improve those services by including education on safe-motherhood practices, maternal nutrition programmes, prenatal care, delivery assistance by adequately trained birth attendants, referral services for obstetrical complications and family-planning services. In doing so, attention should be given to the development of adequate evaluation and monitoring mechanisms, in order to assess the progress being made in reducing maternal mortality and enhance the effectiveness of ongoing programmes.

8.19. All countries, with the support of the international community, should seek further reductions in maternal mortality through measures to reduce high-risk births, including births to adolescents, eliminate all unwanted births and all unsafe abortion, expand cost-effective primary obstetrical and gynaecological care, and establish well-designed referral systems, including transportation to good-quality secondary care facilities.

8.20. The nutrition and health of young women requires priority attention in all efforts to promote safe motherhood, along with efforts to help young women delaying their first birth. The nutritional needs of all pregnant and nursing women, especially poor women in parts of the world where nutritional anaemia is highly prevalent, also require proper attention.

8.21. All Governments and intergovernmental and non-governmental organizations are urged to deal openly and forthrightly with unsafe abortion as a major public health concern. Governments are urged to assess the health impact of unsafe abortion, to reduce the need for abortion through expanded and improved family-planning services and to frame abortion laws and policies on the basis of a commitment to women's health and well-being rather than on criminal codes and punitive measures. Prevention of unwanted pregnancies must always be given the highest priority and all attempts should be made to eliminate the need for abortion. In case of rape and incest, women should have access to safe abortion services. Women who wish to terminate their pregnancies should have ready access to reliable information, compassionate counselling and services for the management of complications of unsafe abortions.

8.22. Programmes to reduce maternal mortality should include or be linked to family-planning information and services, since the better timing and spacing of births and the elimination of unsafe abortion are effective ways to reduce high levels of maternal mortality.

8.23. All countries, as a matter of some urgency, need to seek changes in high-risk sexual behaviour of men and to devise strategies to ensure that males take responsibility in reproductive health, including contraception.

D. Human immunodeficiency virus (HIV) infection and acquired immune deficiency syndrome (AIDS)

Basis for action

8.24. The AIDS pandemic is a major concern in both developed and developing countries. WHO estimates that the cumulative number of AIDS cases in the world amounted to 2.5 million persons by mid-1993 and that over 14 million people had been infected with HIV since the epidemic began, a number that is projected to rise to between 30 and 40 million by the end of the decade if effective prevention strategies are not pursued. As of mid-1993, about four fifths of all persons ever infected with HIV lived in developing countries where the infection is being transmitted mainly through heterosexual intercourse.

Objective

8.25. The objective is to strengthen efforts to combat the spread of HIV infection.

Actions

8.26. All countries with high or rapidly increasing rates of HIV infection need to assess the population and development impact of the disease. In some countries the combination of continued high fertility rates (which result in a disproportionate share of the population being under age 15) with the age-specific mortality patterns associated with HIV/AIDS may have very serious implications for socio-economic development without substantially affecting overall rates of population growth. Multisectoral national plans and strategies to deal with AIDS are needed and should be integrated into population and development strategies.

8.27. With the current absence of vaccines and drugs to prevent or cure HIV infection, programmes must emphasize behavioural change. Health providers, including all family-planning providers, require training in needs assessment and counselling, including in the choice of an appropriate family-planning method to reduce the risk of HIV/AIDS and other sexually transmitted diseases. Wherever possible, family-planning programmes should also include facilities for the diagnosis and treatment or referral for common sexually transmitted diseases, recognizing that many sexually transmitted diseases increase the risk of AIDS transmission.

8.28. All segments of society need to be mobilized to combat the AIDS pandemic, including the private sector, non-governmental and community organizations and the media. The international community should mobilize the human and financial resources required to reduce new HIV infections to half the currently projected rate by the year 2000 in developing countries.

8.29. Condoms should be made widely available and should be included in all essential drug lists.

Chapter IX

POPULATION DISTRIBUTION, URBANIZATION AND INTERNAL MIGRATION

A. Population distribution and sustainable development

Basis for action

9.1. In the early 1990s, approximately half of the Governments in the world, mostly those of developing countries, considered the patterns of population distribution in their territories to be unsatisfactory and wished to modify them. A key issue was the rapid growth of urban areas, which are expected to house more than half of the world population by 2005. Consequently, attention has mostly been focused on rural-urban migration, although rural-rural and urban-urban migration are in fact the dominant forms of spatial mobility in many countries. The rapid pace of urbanization in many developing countries is partly the unintended outcome of economic and social policies that deepen the inequalities between urban and rural areas or that foster the use of inappropriate technology, particularly in rural areas where the rapidly growing labour force cannot be absorbed. In such a context, it is important to recognize that voluntary migration is a rational response to spatial inequalities and that urbanization is an intrinsic part of the development process. Cities are often the centres of economic growth, providing the impetus for socio-economic innovation and change. Effective population distribution policies are those that, while respecting the right of individuals to live and work in the community of their choice, take into account the effects of development strategies on population distribution. To the extent that industry, financial services and communication facilities remain spatially concentrated in urban areas, unbalanced population distribution will continue. In contrast, the pursuit of sustainable development, by promoting a balanced distribution of resources and activities, is likely to foster more manageable population distribution patterns and greatly reduce migration prompted by push factors such as natural resource depletion and environmental degradation, to which poor people are most vulnerable.

Objectives

9.2. The objectives are:

(a) To foster a more balanced spatial distribution of the population by promoting simultaneously the sustainable development of rural and urban areas, with particular emphasis on the promotion of social equity;

(b) To reduce the role of push factors in migration flows.

Actions

9.3. Governments formulating population distribution policies should ensure that the objectives and goals of those policies are consistent with other development goals and basic human rights. To this end, Governments, assisted by other interested parties, should assess how their macroeconomic, pricing and

environmental policies, their sectoral priorities, infrastructure investment, and distribution of resources among central, provincial and local authorities influence population distribution and internal migration.

9.4. In order to achieve a better spatial distribution of production, employment and population, countries should adopt strategies that simultaneously encourage the growth of small or medium-sized urban centres and the sustainable development of rural areas. To improve the provision of services, Governments should consider decentralizing expenditure responsibility and the right to raise revenue to regional, district and municipal authorities.

9.5. Governments wishing to create alternatives to out-migration from rural areas should make or encourage investments to enhance rural productivity, improve rural infrastructure and facilitate the establishment of credit and production cooperatives and other grass-roots organizations that give people greater control over resources and improve their livelihoods.

9.6. Countries should recognize and safeguard the traditional rights of indigenous peoples over common lands and water resources.

9.7. Countries should increase information and training on conservation practices and foster the creation of off-farm rural employment opportunities as an alternative to the expansion of human settlements to areas with fragile ecosystems.

B. Population growth in large urban agglomerations

Basis for action

9.8. In many countries, the urban system is characterized by the overwhelming preponderance of a single major city or agglomeration. The tendency towards population concentration, fostered by the concentration of public and private resources in some cities, has contributed to the rising number and size of mega-cities. In 1992, there were 13 cities with at least 10 million inhabitants and their number is expected to double by 2010, when most mega-cities will be located in the developing countries. The continued concentration of population in primate cities in general and in mega-cities in particular poses important economic, social and environmental challenges for Governments. Yet, large agglomerations also represent the most dynamic centres of economic and cultural activity in many countries. It is therefore essential that the specific problems of large cities be recognized and addressed, in full awareness of the positive contribution that large cities make to national economic and social development. The challenges faced by cities are often exacerbated by inadequate urban planning that fails to take into account the interrelations between population concentration and socio-economic development.

Objectives

9.9. The objective is to enhance the management of urban agglomerations, reduce the urban bias that contributes to the further concentration of population in large cities, and improve the quality of life of the urban poor.

Actions

9.10. Governments should increase the capacity and competence of city and municipal authorities to manage urban development, to safeguard the environment, to respond to the needs of their citizens for basic infrastructure and services, and to provide poor groups with alternatives to living in areas vulnerable to natural and man-made disasters.

9.11. In order to improve the plight of the urban poor, many of whom work in the informal sector of the economy, Governments are urged to improve the income-earning capability of workers in the informal sector by facilitating their access to credit, vocational training, a place to ply their trade, transportation and health services.

9.12. To reduce urban bias and finance the needed infrastructure and services, local and national government agencies should consider instituting equitable cost-recovery schemes and increasing revenues by broadening the tax base. Governments should strengthen the urban planning capacity at all levels in order to take into account demographic trends and encourage the search for innovative approaches to address the challenges facing cities, with special attention to the pressures and needs resulting from the growth of their populations.

C. Internally displaced persons

Basis for action

9.13. During the past decade, awareness about the situation of migrants who are forced to leave their places of usual residence for a variety of reasons has been rising. Because there is no single definition of internally displaced persons, estimates of their number vary as do the causes for their migration. However, it is generally accepted that those causes range from natural disasters that destroy human settlements to internal conflicts that force people to flee from one area of the country to another. Given the forced nature of their movement, internally displaced persons often find themselves in particularly vulnerable situations.

Objective

9.14. The objective is to offer adequate protection and assistance to persons displaced within their country.

Actions

9.15. Countries should address the causes of internal displacement, including environmental degradation and armed conflict, and develop the necessary mechanisms to protect and assist displaced persons, especially those who are not able to return to their normal place of residence in the short term.

9.16. Measures should be taken to ensure that internally displaced persons receive basic health-care services, including family planning.

Chapter X

INTERNATIONAL MIGRATION

A. International migration and development

Basis for action

10.1. International migration both affects and is affected by the development process. In particular, international economic conditions play an important role in the flow of people between countries, whether they are developing, developed or in economic transition. Although most international migration flows occur between neighbouring countries, interregional migration, particularly that directed to developed countries, has been growing. It is estimated that the number of international migrants in the world, including refugees, is in excess of 125 million, about half of them in the developing countries. In recent years, the main receiving countries in the developed world registered a net migration intake of approximately 1.4 million persons annually, about two thirds of whom originated in developing countries. Most international migration has positive impacts on both the communities of origin and the communities of destination, providing the former with remittances and the latter with needed human resources. International migration has also the potential of facilitating the transfer of technology. To be effective, international migration policies need to take into account the economic constraints of the host country and the impact of such policies on countries of origin. The long-term manageability of international migration hinges on making the option to remain in one's country a viable one for all people, thus eliminating involuntary migration. Sustained economic growth and strategies fostering sustainable development are a necessary means to that end. A number of measures can be taken by countries of origin and countries of destination that, by addressing the causes of migration, can contribute to promote its benefits. In addition, more effective use can be made of the potential contribution that expatriate nationals can make to the economic development of their countries of origin.

Objective

10.2. The objective is to maximize the benefits of migration to those concerned and increase the likelihood that migration has positive consequences for the development of both sending and receiving countries.

Actions

10.3. Governments of countries of origin and countries of destination should seek to redress the causes of emigration in order to alleviate the massive and uncontrolled international migration flows. The redressing of these causes would require increased effort to achieve sustainable economic and social development, avoid international and internal conflicts, respect the rule of law, promote good governance, strengthen democracy, promote human rights, support education, nutrition, health and population-relevant programmes, and ensure effective environmental protection. This may require financial

assistance, reassessment of commercial and tariff relations and full access to world markets, and stepped-up efforts on the part of developing countries to create the framework for a market-oriented economy and a liberal trading system. The economic situation in those countries is likely to improve only gradually and, therefore, migration flows from those countries will decline only in the long term; in the interim, the acute problems currently observed will cause migration flows. In addition, Governments of countries of destination should acknowledge the influence of economic "pull" factors on international migration.

10.4. Governments of countries of destination have the right to control access to their territory and adopt policies that shape immigration flows. Such measures should conform with universally recognized international standards. As movements of persons are part of the process of development of free societies and market economies, host countries should also adopt policies that allow legal migrants the option of remaining, either on a temporary or on a permanent basis.

10.5. Governments of countries of origin wishing to foster the inflow of remittances and their productive use for development should adopt sound exchange rate, monetary and economic policies, facilitate the provision of banking facilities that enable the safe and timely transfer of migrants' funds, and promote the conditions necessary to increase domestic savings and channel them into productive investment.

10.6. Governments of countries of destination are invited to consider the use of short-term or project-related migration as a means of improving the skills of nationals of countries of origin. Appropriate steps should be taken to safeguard the wages and working conditions of both migrant and native workers in the affected sectors. Governments of countries of origin are urged to devise ways of using the skills of returning migrants and to collaborate with countries of destination in promoting the return of qualified migrants who can play a crucial role in the transfer of knowledge and technology.

B. Documented migrants

Basis for action

10.7. Documented migrants are those who satisfy all the legal requirements to enter, stay and, if applicable, hold employment in the country of destination. Many documented migrants have, over time, acquired the right to long-term residence in the countries of destination. Their integration into the host society is generally desirable and for that purpose it is important to extend to them the same social and economic rights as those enjoyed by citizens. Documented migration is generally beneficial to the host country, since migrants are in general concentrated in the most productive ages, have skills needed by the receiving country and their admission is congruent with the policies of the Government. The remittances of documented migrants to their countries of origin often constitute a very important source of foreign exchange and are instrumental in improving the well-being of relatives left behind.

Objectives

10.8. The objectives are:

(a) To promote the social and economic integration of documented migrants, especially those who have acquired the right to long-term residence in the country of destination;

(b) To combat discriminatory practices against documented migrants, especially female migrants;

(c) To ensure protection against racism and xenophobia;

(d) To promote the welfare of documented migrant workers and members of their families.

Actions

10.9. Governments of receiving countries should work towards extending to documented migrants and members of their families whose stay and employment situation in the receiving country is regular, treatment equal to that accorded their own nationals with regard to the enjoyment of basic rights, including the equality of opportunity and treatment in respect of working conditions, social security, participation in trade unions and access to health, education and other social services. In achieving this aim, Governments are invited to use as guidelines all relevant international instruments. Governments of receiving countries are further urged to take appropriate steps to avoid all forms of discrimination against migrant women and to protect their rights and safety.

10.10. In order to promote the integration of documented migrants having the right to long-term residence, Governments of receiving countries should consider extending to them civil and political rights and facilitating their naturalization. Special efforts should be made to enhance the integration of the children of long-term migrants (second-generation migrants) by providing them with educational and training opportunities equal to those of nationals, allowing them to exercise an economic activity, and facilitating the naturalization of those who have been raised in the receiving country. Governments of receiving countries must ensure the protection of migrants and give priority to programmes and strategies that combat racism and xenophobia.

10.11. Governments should eliminate all discriminatory measures that persons with disabilities may face with regard to international migration.

C. Undocumented migrants

Basis for action

10.12. It is the sovereign right of every nation State to decide who can enter and stay in its territory and under what conditions. Such right, however, should be exercised in a fair and equitable manner, taking care to avoid racist or xenophobic actions. The trend towards increased international population

mobility has not generally been matched by the willingness of countries of destination to admit more documented migrants. Undocumented or irregular migrants, being persons who do not fulfil the requirements established by the country of destination to enter, stay or exercise an economic activity, are a source of concern. Given that the pressures for migration are growing in a number of developing countries, especially as their labour force continues to increase, undocumented or irregular migration is expected to rise.

Objectives

10.13. The objectives are:

(a) To eliminate undocumented migration, prevent the exploitation of undocumented migrants and ensure that their basic human rights are protected;

(b) To prevent the international traffic in women and children, and the exploitation of prostitution of female undocumented migrants.

Actions

10.14. Governments of countries of origin and countries of destination are urged to cooperate in safeguarding the basic rights of undocumented migrants and preventing their exploitation.

10.15. Governments of receiving countries should adopt effective sanctions against those who organize undocumented migration and those who exploit undocumented migrants, especially those who engage in any form of international traffic in women and children. Governments of countries of origin, where the activities of agents or other intermediaries in the migration process are legal, should regulate such activities in order to prevent abuses.

10.16. Governments of countries of origin of undocumented migrants and persons whose asylum claims have been rejected should not impede the re-entry and reintegration of those persons. In addition, Governments of countries of origin and countries of destination should try to find satisfactory long-term solutions to the problems caused by undocumented migration through bilateral or multilateral negotiations, inter alia, on readmission agreements.

D. Refugees and asylum-seekers

Basis for action

10.17. In less than 10 years, from 1985 to 1993, the number of persons seeking refuge from persecution and other violations of human rights has more than doubled, from 8.5 million to 19 million. Most of those refugees find asylum in developing countries. In addition to the burden borne by those States, the institution of asylum is under severe strain in industrialized countries for a variety of reasons, including the growing numbers of refugees and asylum-seekers and the misuse of asylum procedures by migrants attempting to circumvent immigration restrictions. While two thirds of all countries in the world have ratified the 1951 Convention relating to the Status of Refugees or the 1967

Protocol, which gives practical expression to the right to seek asylum, there is a need to strengthen the support for international protection and assistance of refugees, especially refugee women who are in a particularly vulnerable situation.

Objectives

10.18. The objectives are:

(a) To reduce pressures leading to refugee movements by combating their root causes;

(b) To find durable solutions to the plight of refugees;

(c) To ensure the effective protection and assistance of refugee populations with particular attention to the needs of refugee women;

(d) To prevent the erosion of the institution of asylum.

Actions

10.19. Governments and the international community are urged to address the root causes of refugee movements and to take appropriate measures regarding conflict resolution; the promotion of peace; the respect of human rights, including those of minorities; the alleviation of poverty; democratization; good governance; and the prevention of environmental degradation. Governments and all other entities should respect and safeguard the right of people to remain in safety in their homes and should refrain from policies or practices that force people to flee.

10.20. Governments are urged to strengthen their support for international protection and assistance activities on behalf of refugees and to promote the search for durable solutions to their plight. In doing so, Governments are encouraged to enhance regional and international mechanisms that allow an equitable sharing of responsibility for the protection and assistance needs of refugees.

10.21. Adequate international support should be extended to countries of first asylum to meet the basic needs of refugees and to assist in the search for durable solutions. Governments are urged to facilitate, whenever possible, the creation of conditions that would allow for voluntary repatriation in safety and dignity. Refugee populations should be assisted in achieving self-sufficiency. Rehabilitation assistance to repatriating refugees should be linked to long-term reconstruction and development plans. In planning and implementing refugee and returnee assistance activities, special attention should be given to encouraging the active participation of refugee women and to addressing the needs of refugee children.

10.22. Governments are urged to respect the principle of "non-refoulement" (i.e., the principle of no forcible return of persons to places where their lives or freedom would be threatened), to ensure that asylum-seekers have access to a fair hearing and to facilitate the expeditious processing of asylum requests. Governments are urged to accord at least temporary protection to all persons in need of international protection until a solution to their plight can be found.

Chapter XI

POPULATION INFORMATION, EDUCATION AND COMMUNICATION

Basis for action

11.1. Greater public awareness and commitment at all levels, from the individual to the international level, are vital to the achievement of the present Programme of Action. In all countries and among all groups, therefore, information, education and communication activities on behalf of population and sustainable development issues must be strengthened. At the most basic level, more and better information empowers individuals and couples to make informed, responsible choices affecting their own health, sexual and reproductive behaviour, family life, and patterns of consumption.

11.2. Information, education and communication pave the way for behavioural change. Indeed, this begins with the recognition that individuals and couples have the basic right to make conscious decisions about child-bearing. Greater public awareness and commitment create a climate of community opinion conducive to responsible individual choices. Most importantly, it paves the way for public discussion and consensus and thereby makes possible the mobilization of strong political commitment and popular support for needed action at the local, national and international levels.

11.3. Effective information, education and communication activities include a range of communication channels, from the most intimate levels of interpersonal communication to formal school curricula, from traditional folk arts to modern mass entertainment, and from seminars for local community leaders to coverage of global issues by the national and international news media. All these channels of communication have a role to play in promoting such concepts as gender equity, responsible parenthood and respect for the environment. Schools need to become a much more important vehicle in all countries for instilling gender sensitivity, family responsibility and other important attitudes at an early age. Effective networks also exist in many countries for non-formal education on population and sustainable development issues through the workplace, health facilities, trade unions, community centres, youth groups, churches and women's organizations. Such issues may also be included in more structured adult education, vocational training and literacy programmes. These networks are critical to reaching men, adolescents and young couples. Teachers, religious leaders, traditional healers, health professionals and older relatives are influential in forming public opinion. The media also offer many potentially powerful role models.

11.4. Emerging information technologies such as interlinked telephone, television and computer networks, global satellite communications, digital data transmission and new multimedia technologies can help bridge the geographical, social and economic gaps that currently exist in access to information around the world. They could help ensure that the vast majority of the world's people are involved in debates at the local, national and global levels about population growth and sustainable development, economic and social inequities, the changing role and status of women, reproductive rights, health promotion,

environmental protection, ageing populations, rapid urbanization and international migration. To make greater public involvement a reality, national authorities and the international community must ensure the widespread diffusion of such technologies and the freer flow of information within and between countries.

Objectives

11.5. The objectives are:

(a) To increase awareness, understanding and commitment at all levels of society so that individuals, groups, countries and the international community will take those actions necessary to address population issues within the context of sustainable development;

(b) To alter attitudes in favour of responsible behaviour in family life, and to encourage individuals and couples to make informed choices and to take advantage of family-planning and reproductive health services.

Actions

11.6. Members of parliament, the scientific community, religious leaders and others in influential positions are invited to help promote awareness of population and sustainable development issues and to support appropriate ways of dealing with those issues.

11.7. A coordinated strategic approach to information, education and communication should be taken in order to maximize the impact of various information, education and communication activities that may be undertaken on several fronts with diverse audiences. It is especially important that information, education and communication strategies be linked to family-planning and reproductive health services.

11.8. Information, education and communication efforts should rely on up-to-date research methodologies to determine information needs and the most effective ways of reaching target audiences. Professionals experienced in the chosen medium (both traditional and non-traditional media) should be enlisted. The involvement of target audiences, particularly in the case of youth, in the design and monitoring of population activities enhances the relevance of those activities.

11.9. Information, education and communication programmes should include strategies to reach and encourage participation of often hard-to-reach audiences such as men, particularly young men, newly married young couples, remote rural populations, indigenous people, linguistic minorities, internally displaced people and migrants.

11.10. The interpersonal communication skills of outreach and clinic personnel, spouses, parents and others should be strengthened, whenever possible, to enhance potential interaction and effectiveness in the delivery of family-planning and reproductive health services.

11.11. The tremendous potential of both print and electronic media should be harnessed to promote and strengthen public understanding of the interrelationships between population and the environment and other population and development issues.

11.12. Countries are invited to consider making greater use of the entertainment media, including radio and television drama, as a source of role models and for encouraging public discussion of important but sometimes sensitive topics.

11.13. Teachers, religious leaders, traditional healers, health professionals and older relatives should become active participants in public education campaigns.

11.14. To be most effective, education about population issues must begin in primary school and continue through all levels of formal and non-formal education. Where such programmes already exist, curricula should be reviewed, updated and broadened with a view to ensuring adequate coverage of important concerns such as gender sensitivity, reproductive choices and responsibilities, environmental protection and sexually transmitted diseases, including HIV/AIDS. To ensure acceptance of population education programmes by the community, population education projects should emphasize consultation with parents and community leaders.

Chapter XII

TECHNOLOGY, RESEARCH AND DEVELOPMENT

A. Basic data collection and analysis

Basis for action

12.1. Valid, reliable, timely and culturally relevant data form the basis for policy and programme development, implementation, monitoring and evaluation. While there have been marked improvements in the availability of population and related development data following important advances made during the past two decades in the methodologies and technology for data collection and analysis, many gaps remain with regard to the balance and coverage of baseline information, as well as the continuity of data sets over time. Gender-specific information, which is needed to enhance and monitor the gender sensitivity of development policies and programmes, is still insufficient in many areas. Migration, particularly at the international level, is also among the areas least adequately covered. As a matter of principle, developing countries should have access, on a no-cost basis, to the data and findings based on research carried out in their own countries and maintained by other countries and international agencies.

Objectives

12.2. The objectives are:

(a) To establish a factual basis for understanding and anticipating the interrelationships of population and socio-economic and environmental variables and for improving programme development, implementation, monitoring and evaluation;

(b) To strengthen national capacity to meet basic data collection and analysis needs.

Actions

12.3. All countries, assisted as appropriate by international organizations, should strengthen their national capacity to carry out sustained and comprehensive programmes of population data collection and analysis, making use of relevant new data technologies. Particular attention should be given to the monitoring of population trends and the preparation of demographic projections and to the monitoring of progress towards the health, education and gender-equity goals of the present Programme of Action.

12.4. Programmes for the collection, processing, analysis and timely dissemination of population data should include disaggregation and coverage compatible with the needs of effective programme implementation. Interaction between the community of data users and data providers should be promoted in order to enable data providers to respond better to user needs.

12.5. Comprehensive statistical databases, allowing linkages between population, environment and other development factors and providing information at the most appropriate geographic levels, should be established and maintained by all countries, to meet the needs of basic research as well as those of enhanced programme development, implementation, monitoring and evaluation.

12.6. All data collection and analysis activities should give due consideration to gender disaggregation, enhancing knowledge on the position and role of gender in social and demographic processes. In particular, in order to provide a more accurate picture of women's current and potential contribution to economic development, new methodologies for data collection should delineate more precisely the nature of women's labour force status and seek to quantify women's uncompensated economic activity as family labourers.

B. Reproductive health research

Basis for action

12.7. In order to ensure that all people have the opportunity to achieve and maintain sound reproductive health, the international community must mobilize the full spectrum of basic biomedical, social and behavioural and programme-related research on reproductive health and sexuality. Biomedical research, in particular, has been instrumental in giving more and more people access to a greater range of safe and effective modern methods of fertility regulation. However, not all persons can find a family-planning method that suits them and the range of choices available to men is more limited than for women, and the growing incidence of sexually transmitted diseases, including HIV/AIDS, demands substantially higher investments in new methods of prevention, diagnosis and treatment. In spite of greatly reduced funding to reproductive health research, prospects for developing and introducing new contraceptive methods and products has been promising. Improved collaboration and coordination of activities internationally will increase cost-effectiveness, but a significant increase in support from Governments and industry is needed to bring a number of potential new methods to fruition. This research needs to be guided at all stages by the needs of users and be carried out in strict conformity with internationally accepted ethical, medical and scientific standards for biomedical research.

Objectives

12.8. The objectives are:

(a) To contribute to the achievement of universal reproductive and sexual health, and to expand reproductive choice;

(b) To ensure the long-term safety of fertility regulation methods.

Actions

12.9. Governments, assisted by the international community and donor agencies, the private sector, non-governmental organizations and the academic world, should increase support for basic biomedical, technological, clinical,

epidemiological, and social science research to improve existing and develop new fertility regulation methods that are safe, effective, affordable, suitable for different age groups and designed in response to users' needs. Specifically, areas that need increased attention should include female-controlled barrier methods for the prevention of pregnancy and sexually transmitted diseases, including HIV; emergency contraception; and male methods.

12.10. Special priority should be given to the development and introduction of new fertility regulation methods that are safe, effective, affordable, suitable for different age groups and designed in response to users' needs. High priority should also be given to the development of new contraceptives for men. In conducting reproductive and sexual health research, special attention should be given to the needs of adolescents in order to develop suitable policies and programmes to meet their reproductive and sexual health needs.

12.11. To expedite the availability of improved and new methods of fertility regulation, efforts must be made to increase the involvement of industry, including industry in developing countries. A new type of partnership between the public and private sectors is needed that would mobilize the experience and resources of industry while protecting the public interest. National drug and device regulatory agencies should be actively involved as collaborators in all stages of the development process.

12.12. All research on fertility regulation and reproductive health products must be carried out in adherence to internationally accepted ethical and technical standards for biomedical research. Special attention needs to be given to the continuous surveillance of contraceptive safety and side effects. Users' and, in particular, women's perspectives should be incorporated into all stages of the research and development process.

12.13. Unsafe abortion is a major threat to the health and lives of women. Research to understand and better address the determinants and consequences of induced abortion, including its effects on subsequent reproductive health, fertility and contraceptive practice, should be promoted.

C. Social and economic research

Basis for action

12.14. During the past several decades, the formulation, implementation and evaluation of population policies and programmes has benefited from the findings of social and economic research highlighting how population change results from and impacts on complex interactions of social, economic and environmental factors. Nevertheless, some aspects of these interactions still are poorly understood and knowledge is lacking in areas relevant to a range of population and development policies. Social and economic research is clearly needed to enable programmes to take into account the views of their intended beneficiaries, especially women, the young and other less empowered groups, and to respond to the specific needs of those groups and of communities.

Objectives

12.15. The objectives are:

(a) To promote social and economic research that assists in the design of activities and services tailored to the needs of communities, particularly underserved groups such as adolescents, rural populations and slum-dwellers;

(b) To use research findings to improve the formulation of policies and the implementation of programmes in order to enhance the quality, efficiency and client-sensitivity of programmes.

Actions

12.16. Governments and the donor community should encourage and promote social and economic research on population, including population policies and programmes, especially with regard to interlinkages between population, environment and economic development.

12.17. Social and economic research should be built into population and development programmes in order to provide guidance for programme management on ways and means to ensure that programme activities reach all their potential clients, including disadvantaged and underserved groups and communities.

12.18. Policy-oriented research should be undertaken on critically endangered areas beset by population pressures, destruction of ecosystems and degradation of resources, giving particular attention to the interactions between those factors.

12.19. Governments, funding agencies and research organizations are urged to give priority to research on the linkages between women's roles and status and demographic processes. Among the vital areas for research are changing family structures and the interactions between women's and men's diverse roles, including their time use, access to and control over resources, decision-making and associated norms, laws, values and beliefs, and the economic and demographic outcomes of gender inequality.

12.20. Given the changing nature and extent of the spatial mobility of population, research to improve the understanding of the causes and consequences of migration, whether internal or international, is urgently needed. To provide a sound foundation for such research, special efforts need to be made to improve the quality, timeliness and accessibility of data on internal and international migration levels, trends and policies.

12.21. Research on sexuality and gender roles and relationships in different cultural settings is urgently needed, with emphasis on the following areas: discrimination and violence against women; sexual behaviour; risk-taking attitudes and behaviour regarding sexually transmitted diseases and unplanned pregnancies; women's and men's perceived needs for fertility regulation methods and sexual health services; and reasons why people do or do not use existing services and technologies, or why they are unable to use them effectively.

12.22. In the light of the persistence of significant mortality differentials between population subgroups within countries, it is urgent to step up efforts to investigate the factors underlying such differentials, in order to devise more effective policies for their reduction. Of special importance are the causes of differentials in mortality, particularly at younger and older ages. Increased attention should also be paid to the relative importance of various socio-economic and environmental factors in determining mortality differentials by region or socio-economic group.

Chapter XIII

NATIONAL ACTION

A. National policies and plans of action

Basis for action

13.1. During the past few decades, considerable experience has been gained around the world on how government policies and programmes can be designed and implemented to address population concerns, enhance the choices of people and contribute to broad social progress. Experience has also shown that countries where the leadership is strongly committed to human resource development, gender equality and meeting the reproductive health needs of the population, including family planning, have been able to mobilize sustained commitment at all levels to make population programmes successful. There is growing recognition also that population policies and programmes, to be sustainable, need to involve their intended beneficiaries fully in their design and subsequent implementation.

Objectives

13.2. The objectives are:

(a) To incorporate population concerns in all relevant national developmental programmes;

(b) To foster concerted grass-roots involvement in formulating and implementing plans of action in the field of population.

Actions

13.3. Governments should formulate national strategies and programmes to address population and development problems as integral parts of their sectoral and overall development planning process, promoting the active involvement of local governmental entities, non-governmental organizations, the private sector and local communities.

13.4. Governments, in collaboration with non-governmental organizations and assisted, where necessary, by the international community, should make the necessary plans and take the actions required to measure, assess, monitor and evaluate progress towards the goals established in the present Programme of Action.

B. Programme management and training of programme personnel

Basis for action

13.5. Building the capacity and self-reliance of countries to undertake programmes of action to further national development and to improve the quality

of life of all citizens is a fundamental goal. This requires the participation of appropriately trained personnel working within effective institutional arrangements. The lack of adequate management skills critically reduces the ability for strategic planning, weakens programme execution, lessens the quality of services and thus diminishes the usefulness of programmes to their beneficiaries. The recent trend towards decentralization of authority in national population and development programmes, particularly in government programmes, significantly increases the requirement for trained staff to meet new or expanded responsibilities at the lower administrative levels. It also modifies the "skill mix" required in central institutions, with policy analysis, evaluation and strategic planning having higher priority than previously.

Objectives

13.6. The objectives are:

(a) To improve the cost-effectiveness and impact of national population programmes;

(b) To facilitate the flow of information between actors in national population programmes in order to enhance the formulation of policy and monitoring of performance;

(c) To increase the skill level and the accountability of managers in the implementation of national population programmes;

(d) To ensure the availability of an appropriately trained supply of personnel for the formulation, implementation and monitoring of national population programmes.

Actions

13.7. Countries should:

(a) Formulate their human resource development programmes in a manner that explicitly addresses the needs of population programmes, giving special consideration to the training and employment of women at all levels;

(b) Formulate systematic manpower plans to ensure the efficient deployment of trained personnel managing population programmes;

(c) Rationalize salary scales to ensure the retention and advancement of managerial and technical personnel involved in population programmes;

(d) Maintain databases of national experts and institutions of excellence in order to foster the use of national competence.

13.8. Governments should give priority to the development and implementation of management information systems for family-planning programmes covering both governmental and non-governmental activities and containing regularly updated data on expenditures, infrastructure, service accessibility, output and quality of services.

C. Resource mobilization and allocation

Basis for action

13.9. National resource mobilization is one of the highest priority areas for action to meet both the current unmet demand and the projected growth in demand for reproductive health and family-planning services over the next two decades. There are at present an estimated 120 million couples with unmet fertility-regulation needs, over and above the estimated number of users, which, including those in the countries in transition, are currently over 500 million. Efforts to generate domestic resources and to rationalize their use, in support of service-delivery programmes and associated information, education and communication activities, will need to be intensified in the coming years, with greater emphasis being placed on new resource mobilization modalities such as the selective use of user fees, social marketing, cost-sharing and other forms of cost recovery. As many of the countries in which unmet demand is greatest and growing most rapidly, especially the least developed countries, are continuing to experience recessionary trends in their economies, a far greater commitment to international assistance for population programmes will be necessary, as indicated in chapter XIV, to complement national resource mobilization efforts.

13.10. Allocation of resources at the national level generally falls into several broad categories: family-planning service delivery in a mother-and-child health framework; information, education and communication activities and special programmes for youth and women; population data collection and analysis; policy-relevant research; capacity-building activities; and policy formulation and implementation. How countries may best allocate resources between those various items depends largely on each country's particular situation, but the quality of programmes generally benefits from a balanced allocation of resources, taking explicitly into account the variety of programmatic needs.

Objective

13.11. The objective is to achieve an adequate level of resource mobilization and allocation, at the national and community levels, devoted to population programmes.

Actions

13.12. Governments, non-governmental organizations and local communities, assisted upon request by the international community, should strive to mobilize and allocate resources for population programmes commensurate with the needs of couples and individuals to have the information and means to enable them to exercise their basic right to decide the number and spacing of their children. Particular emphasis must be put on meeting the needs of underserved population groups, in line with the goal of the present Programme of Action to eliminate disparities in unmet demand.

13.13. The envisaged reduction of unmet needs for family-planning information and services in the period up to 2015 implies that the number of couples using contraception in the developing countries and countries in economic transition

would rise from some 550 million in 1995 to nearly 640 million in the year 2000 and 880 million in 2015. The contraceptive prevalence rate as derived from these figures would increase from about 58 per cent in 1995 to 69 per cent in 2015.

13.14. Based on average costs of contraception per user in different parts of the developing world and in the countries in economic transition, a basic package of population and family-planning programme activities (including family-planning commodities and service delivery; many components of primary health clinic-based maternal and child health programmes, information, education and communication activities; family-planning training; and management information activities) would cost (in 1993 US dollars): $10.2 billion in 2000; $11.5 billion in 2005; $12.6 billion in 2010; and $13.8 billion in 2015.

13.15. An expanded package of activities for reproductive health care going beyond the usual components of family-planning programmes but still executable in a primary health-care setting (covering education and services for prenatal, normal delivery and post-natal care; prevention and treatment of infertility; prevention and treatment of reproductive tract infections and sexually transmitted diseases; prevention and treatment of other reproductive health conditions; and information, education and counselling, as appropriate, on human sexuality, sexual and reproductive health and responsible parenthood; referral for further diagnosis and treatment as required, for complications of pregnancy and delivery; infertility; reproductive tract infections, sexually transmitted diseases and HIV/AIDS) would cost an additional $0.24 per capita per year and amount (in 1993 US dollars) to an additional $1.2 billion in 2000, approximately $1.3 billion in both 2005 and 2010 and $1.4 billion in 2015.

13.16. A third package of activities for the prevention of sexually transmitted diseases (including HIV infection), comprising mass media and school education programmes and expanded condom distribution, would cost an additional $0.26 per capita per annum and amount (in 1993 US dollars) to an additional $1.3 billion in 2000, $1.4 billion in 2005 and approximately $1.5 billion in both 2010 and 2015.

13.17. An additional package of activities to meet the expanded population data collection, analysis and dissemination, and policy formulation needs, would (depending on the relation of the year to the decennial census cycle) add between $220 million and $670 million per annum. Averaged over the period 1995-2015, this would amount to about $0.08 per capita per annum.

13.18. In its entirety, the projected resource requirements of national population programmes described in paragraphs 13.14 to 13.17 above (in 1993 US dollars) would total: $13.2 billion in 2000, $14.4 billion in 2005, $16.1 billion in 2010 and $17 billion in 2015.

13.19. It should be noted that the annual costs per capita in the developing world for the full set of national population programme packages described above increase from about $2.70 to about $2.90 per capita over the period 2000-2015. The considerably higher growth of overall costs over that period results from the continuing significant increases in the size of the population to be

serviced. The savings in other sectoral costs and the benefits to be derived from those programmes far exceed those modest investments.

13.20. It is expected that up to two thirds of the costs will continue to be met by the countries themselves. The requirements for international assistance are outlined in paragraph 14.8 below. In their efforts to mobilize resources, new modalities such as the selective use of user fees, social marketing, cost-sharing and other forms of cost-recovery should receive increased attention in order to address the growing pressure on resources needed for population programmes.

Chapter XIV

INTERNATIONAL COOPERATION

A. Responsibilities of partners in development

Basis for action

14.1. International cooperation in the area of population is a relatively recent phenomenon that has undergone profound changes as it matured during the past two decades: the number of donors has steadily increased; the profile of the donor community has increasingly been shaped by the growing presence of non-governmental and private-sector organizations; numerous experiences of successful cooperation between developing countries have dispelled the stereotyped view of donors being exclusively developed countries; donor partnerships have become more prevalent in a variety of configurations, so that it is no longer unusual to find Governments and multilateral organizations working closely together with national and international non-governmental organizations and segments of the private sector. This evolution of international cooperation in population activities reflects the considerable changes that have taken place during the period in population issues, policies and priorities, and particularly the much greater awareness of the magnitude, diversity and urgency of unmet needs: countries that formerly attached minimal importance to population issues now recognize them at the core of their development challenge; international migration and AIDS, for instance, formerly matters of marginal concern to a few countries, are currently high-priority issues in a large number of countries.

14.2. The maturing process undergone by international cooperation in the field of population has accentuated a number of difficulties and shortcomings that need to be addressed. For instance, the expanding number and configuration of development partners subjects both recipients and donors to increasing pressures to arbitrate among a multitude of competing development priorities, a task which recipient Governments in particular may find exceedingly difficult to carry out. Lack of effective coordination mechanisms has been found to result in unnecessary duplication of efforts and lack of programme congruency. Sudden wholesale shifts in the development philosophies of major donors may cause far-reaching and largely unintended disruption of programme activities across the world. Re-establishing and adhering to national priorities requires a new clarification of, and commitment to, reciprocal responsibilities among development partners. At the programme level, national capacity-building and transfer of technology and know-how must be core objectives and central activities for international cooperation. In this respect, a critical element to meet the very large commodity needs of family-planning programmes is the local production of contraceptives of assured quality, for which specific technology transfer measures might be required.

Objectives

14.3. The objectives are:

(a) To ensure that international cooperation efforts in the area of population and development are consistent with national priorities and promote capacity-building and self-reliance;

(b) To clarify the reciprocal responsibilities of development partners and improve coordination of their efforts.

Actions

14.4. Governments should ensure that national development plans take specific and detailed account of the intended role of international cooperation in their population programmes, particularly with respect to capacity-building and transfer of technology.

14.5. Recipient Governments should establish national coordination mechanisms for international cooperation in population and clarify the responsibilities assigned to various types of cooperation partners, including intergovernmental and international non-governmental organizations, based on careful consideration of their comparative advantages in the context of national development priorities and of their ability to interact with national development partners.

B. Towards a new commitment to population funding

Basis for action

14.6. There is a strong consensus on the need to mobilize significant additional financial resources from both the international community and within developing countries for national population programmes in support of sustainable development. The Amsterdam Declaration on a Better Life for Future Generations, adopted at the International Conference on Population in the Twenty-first Century, held at Amsterdam in 1989, called upon Governments to double the total global expenditures in population programmes in order to meet the needs of millions of people in developing countries in the fields of family planning and other population activities by the year 2000. However, since then, international resources for population activities have come under severe pressure, owing to the prolonged economic recession in traditional donor countries. As a result, during the past two decades, although international financial assistance to population programmes has increased in absolute terms, it has decreased in relative terms, from 2 per cent of official development assistance in the early 1970s, to 1.34 per cent in 1991. Developing countries, on the other hand, have increased their financing to approximately 75 per cent of total expenditures on population programmes, highlighting the importance that they place on population activities and their commitment to them. Also, developing countries face increasing difficulties in allocating sufficient funds for their population programmes. Additional resources are urgently required, not only to satisfy the already large unmet need for reproductive health care, including family-planning information and services, but also to respond to

future increases in demand, to keep pace with the growing populations that need to be served, and to improve the scope and quality of programmes.

Objectives

14.7. The objectives are:

(a) To increase international financial assistance in the field of population in order to enable developing countries, particularly the least developed among them, and countries in economic transition to achieve the goals of the present Programme of Action;

(b) To increase the commitment to and the stability of international financial assistance by diversifying the sources of contributions.

Actions

14.8. The international community should adopt funding targets for population programmes securing contributions commensurate with the scope and scale of activities required to achieve the objectives and goals of the present Programme of Action. A crucially urgent challenge to the international donor community is therefore the translation of their commitment to the objectives and quantitative goals of the present Programme of Action into commensurate financial contributions to population programmes in developing countries and countries in transition. Given the magnitude of the financial resource needs for national population programmes as identified in chapter XIII, and assuming that recipient countries will be able to generate sufficient increases in domestically generated resources to cover two thirds of the total costs, the need for complementary resource flows from donor countries would be (in 1993 US dollars): $4.4 billion in 2000; $4.8 billion in 2005; $5.3 billion in 2010; and $5.7 billion in 2015.

14.9. In devising the appropriate balance between funding sources, more attention should be given to South-South cooperation as well as to new ways of mobilizing private contributions, particularly in partnership with non-governmental organizations.

Chapter XV

PARTNERSHIP WITH THE NON-GOVERNMENTAL SECTOR

A. Local, national and international non-governmental organizations

Basis for action

15.1. As the contribution, real and potential, of the non-governmental sector gains clearer recognition in many countries and at regional and international levels, it is important to affirm its relevance in the context of the preparation and implementation of the present Programme of Action. To address the challenges of population and development effectively, a broad and real partnership is essential between Governments and civil society (comprising not-for-profit groups and organizations at the local, national and international levels, as well as the profit-oriented private sector) to assist in the elaboration and implementation of population and development objectives and activities.

15.2. Despite widely varying situations in the relationship and interaction of Governments and non-governmental organizations, the important contribution that diverse non-governmental groups have made and are increasingly making to both population and development activities at all levels is acknowledged with real appreciation. In some areas of population and development activities, non-governmental groups are already rightly recognized for their comparative advantage in relation to government agencies, because of their longer experience of advocacy and programme activity and because quite often they are rooted in and interact with constituencies that are poorly served and hard to reach through government channels.

15.3. Non-governmental organizations, their associations and networks, provide an effective and efficient means of focusing local and national initiatives and addressing pressing population, environment, development and related concerns.

15.4. Non-governmental organizations are actively involved in the provision of programme and project services in virtually every area of socio-economic development, including the population sector. Many of them have, in a number of countries, a long and honoured history of involvement and participation in population-related, particularly family-planning, activities. Their strength and credibility lies in the responsible and constructive role they play in civil society and the support their activities engender from the community as a whole. Formal and informal organizations and networks, as well as grass-root movements, merit greater recognition at local, national and international levels as valid and valuable partners, including in the implementation of the present Programme of Action. For such partnerships to evolve and thrive, it is necessary to acknowledge the importance of genuine independence on the part of non-governmental organizations and the willingness of all sectors to participate in genuine social partnership and dialogue, recognizing the independent roles, responsibilities and particular capacities of each.

15.5. The experience, capabilities and well-established expertise of many non-governmental organizations and groups in areas of direct relevance to the Programme of Action is fully acknowledged. Non-governmental organizations, especially family-planning and women's organizations, have been able to increase public awareness and provide educational services to women which contribute towards successful implementation of population policies. Youth organizations are increasingly becoming effective partners in developing programmes to educate youth on issues of sexuality, sexual expression and peer pressure. Other groups, such as organizations for those with disabilities, also contribute effectively to the enhancement of programmes for their particular constituencies. These diverse groups can serve as effective instruments in ensuring the quality and relevance of programmes and services to the people they are meant to serve, and strengthen accountability. They should be invited to participate in local, national and international decision-making bodies, including the United Nations system, to ensure effective follow-up and implementation of the present Programme of Action.

15.6. In recognition of the importance of effective partnership, the broad range of non-governmental organizations will need to foster cooperation and communication among themselves to reinforce their effectiveness as key participants in the implementation of population and development programmes and policies.

Objective

15.7. The objective is to acknowledge and enhance the partnership between all levels of Government and the full range of not-for-profit, non-governmental organizations by encouraging their full involvement in the discussion, design, implementation, monitoring and evaluation of policies and programmes relating to population and development and their myriad interrelationships.

Actions

15.8. Governments and intergovernmental organizations, in dialogue with non-governmental organizations, should develop appropriate mechanisms and frameworks to encourage, enhance and facilitate the important contribution that non-governmental organizations can make at the local, national and international levels towards finding common solutions to population and development concerns and, in particular, towards ensuring the achievement of the objectives and goals of the present Programme of Action.

15.9. Adequate financial and technical resources, as well as data and information necessary for the effective participation of non-governmental organizations in the research, design, implementation and evaluation of population and development policies and programmes, should be made available to non-governmental organizations by Governments and intergovernmental organizations.

15.10. Governments and intergovernmental organizations should create an enabling environment that assures that non-governmental organizations and their international networks are able to strengthen their capacity and expertise

through appropriate training and outreach activities and thus play a greater partnership role at local, national and international levels.

15.11. Non-governmental groups and their networks should strengthen their interaction with the diverse communities they represent, educate their constituencies, mobilize public opinion and actively contribute to the national and international debate on population and development issues and their complex interrelationships.

B. The private sector

Basis for action

15.12. The private, profit-oriented sector plays an important and increasingly recognized role in the social and economic development of countries. One aspect of that role is its involvement in the production and delivery of commodities and services relevant to population programmes. In a growing number of countries, the private sector has or is fast developing the financial, managerial and technological capacity to carry out a vast array of such activities in an effective and cost-efficient manner. Many Governments rely to some extent on the private sector for the procurement of such programme inputs. This experience has laid the groundwork for mutually advantageous partnerships which the private sector is interested to further develop and expand.

15.13. Another aspect of the private sector's role is its importance as a responsible partner for economic growth and sustainable development. Through its actions and attitudes, the private sector makes a decisive impact on the quality of life of its employees and often on large segments of society. In a growing number of cases, private-sector employers have devised and implemented special programmes that meet their employees' needs for information, education and reproductive health services, and accommodate their employees' needs to combine work and family responsibilities. Experience gained from these programmes is useful to Governments and non-governmental organizations alike in their ongoing efforts to find innovative ways of effectively involving themselves in the population sector. A heightened consciousness of corporate responsibilities is leading more and more private-sector decision makers to search for new ways in which for-profit entities can constructively work with Governments and non-governmental organizations on important sustainable development issues, including population. By acknowledging the valuable contribution of the private sector, and by seeking more areas for cost-effective and mutually beneficial cooperation, Governments and non-governmental organizations alike may expect to enhance the efficiency of their population and development activities.

Objectives

15.14. The objectives are:

(a) To enhance the partnership between Governments, international organizations and the private sector to encourage an effective working relationship;

(b) To identify new areas of cooperative efforts, including the efficient production of population programme commodities and the fair-cost delivery of services.

Actions

15.15. Governments and international organizations should intensify their dialogue with the private, for-profit sector in matters pertaining to population and sustainable development in order to strengthen its contribution to programmatic action in this area, including the production and delivery of selected commodities and services in a socially responsible and cost-effective manner.

15.16. Non-profit and profit-oriented entities and their networks should identify mechanisms whereby they can engage in a dialogue and exchange ideas and experiences in the population and development fields with a view to improving existing programming and sharing of innovative approaches.

15.17. The profit-oriented sector should consider how it might better assist non-profit non-governmental organizations to play a wider role in civil society through the enhancement or creation of suitable mechanisms to channel financial and other appropriate support to non-governmental organizations and their associations.

Chapter XVI

FOLLOW-UP TO THE CONFERENCE

A. National-level activity

Basis for action

16.1. The significance of the International Conference on Population and Development will depend in large part on the willingness of Governments, the non-governmental sector, the international community and all other concerned organizations and individuals to turn the commitments of the Conference into action. At no level will this be as important as at that of the nation and the individual. Such a willingness to truly integrate population concerns into all aspects of economic and social activity will greatly assist in the achievement of an improved quality of life for all individuals as well as for future generations.

16.2. The extensive and varied preparatory processes at the international, regional, national and local levels have constituted an important contribution to the formulation of the present Programme of Action. Considerable institutional development has taken place in many countries in order to steer the national preparatory process; greater awareness of population issues was fostered through public information and education campaigns, and national reports have been prepared and submitted to the Conference secretariat. Forthcoming international conferences addressing social and economic issues, including the World Summit for Social Development and the Fourth World Conference on Women, will also invite countries to develop further national reports, studies and plans of action. To avoid overburdening Governments and straining limited human and financial resources and to prevent unnecessary duplication of efforts, the feasibility of national-level coordination of reports that monitor and assess the follow-up of international conference outcomes, such as the present Programme of Action, needs to be considered.

16.3. Over 100 countries responded to an invitation to prepare and submit to the Conference comprehensive national reports on population. The complementarity of those national population reports to others commissioned by recent international conferences and initiatives relating to economic, environmental, social and related activities is noteworthy and encouraging.

Objective

16.4. The objective is to encourage and enable full and active national-level action to implement the Programme of Action, taking fully into account the need to ensure compatibility with commitments relating to national-level activity made at various international conferences and summit meetings that address closely related matters and concerns.

Actions

16.5. Governments, non-governmental organizations, organizations of the United Nations system and other interested parties should give the widest possible dissemination to the present Programme of Action.

16.6. Governments, non-governmental organizations, organizations of the United Nations system and others should seek to mobilize public support for such measures as the goals and objectives of this Programme of Action through follow-up conferences and meetings, publications and audio-visual aids and both print and electronic media.

16.7. Governments should, by 1995, set up national databases to provide baseline data and information from which progress towards the achievement of the goals and objectives of this Programme of Action and other related international documents and agreements can be measured and assessed.

16.8. National Governments should establish mechanisms for the implementation of the goals and objectives of this Programme of Action. Such mechanisms should ensure that population and development activities are undertaken in an integrated manner and with the involvement of the non-governmental sector.

16.9. Governments should annually assess their country's progress towards achieving the objectives and goals of this Programme of Action. On a biennial basis, all Governments, with the assistance of the international community, where necessary, should prepare reports on the implementation of the population and related development goals and objectives contained in this Programme of Action. In the preparation of those assessments and reports, Governments should outline successes achieved, as well as problems and obstacles encountered. They should give consideration to integrating and cross-referencing the information compiled for those reports with other data, information and findings produced in the context of the follow-up to the commitments made by them at other international conferences and summit meetings addressing related issues.

B. Activity at the international level

Basis for action

16.10. The implementation of the goals and objectives of the present Programme of Action will in many instances require the commitment of additional financial resources at the national level, both from the public and private sectors and from the international community. In the case of many developing countries, particularly the least developed among them, additional official development assistance will be required. It is acknowledged that, while many of the goals and objectives of this Programme of Action will require additional resources, many resources could become available from a reordering of priorities. It is further acknowledged that, in the context of current global developmental and military expenditures, the cost of funding the human resource-centred activities at the levels proposed in this Programme of Action is very low and the cost-benefit ratio very high.

Objectives

16.11. The objectives are:

(a) To ensure full and consistent support on the part of the international community, and particularly the United Nations system, for national efforts directed at the implementation of the present Programme of Action, including provision of the required financial and technical assistance;

(b) To ensure that population and development issues receive appropriate high-level periodic consideration by the relevant bodies and entities of the United Nations system.

Actions

16.12. Developed countries and others in a position to do so should at an early time make additional financial commitments to enable the implementation of the decisions of this Conference, including providing additional resources through multilateral channels, with particular emphasis on the United Nations Population Fund.

16.13. General Assembly resolution 48/162 on further measures for the restructuring and revitalization of the United Nations in the economic, social and related fields addresses, among other things, the governing bodies of the United Nations development funds and programmes. The last sentence of paragraph 21 of annex I to that resolution reads as follows: "The need for a separate Executive Board for the United Nations Population Fund shall be further considered in the light of the outcome of the International Conference on Population and Development to be held in 1994". Accordingly, the Conference should make its views and recommendations known to the General Assembly.

16.14. The Conference should propose to the General Assembly an appropriate arrangement and mechanisms for evaluating and monitoring the present Programme of Action within the larger framework of intergovernmental activities relating to population, economic, social, environmental and development issues. This exercise should be based on an analysis of the progress made towards achieving the goals set by the present Programme of Action and other related international agreements, including the resource allocations, both domestic and international, being utilized for this purpose.

16.15. To ensure that population, economic, social, environmental and development issues are addressed in an integrated manner, the relevant entities of the United Nations system should, as a matter of high priority, assess the need for expanding and strengthening arrangements for further coordination, harmonization and collaboration.

Notes

1/ See Report of the United Nations World Population Conference, Bucharest, 19-30 August 1974 (United Nations publication, Sales No. E.75.XIII.3).

2/ See Report of the International Conference on Population, Mexico City, 6-14 August 1984 (United Nations publication, Sales No. E.84.XIII.8 and corrigenda).

3/ See First Call for Children (New York, United Nations Children's Fund, 1990).

4/ See Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992 (A/CONF.151/26/Rev.1 (vol. I and vol. I/Corr.1, vol. II, vol. III and vol. III/Corr.1)) (United Nations publication, Sales No. E.93.I.8 and corrigenda).

5/ See Report of the World Conference on Human Rights, Vienna, 14-25 June 1993 (A/CONF.157/24, (Part I)).

6/ General Assembly resolution 47/75.

7/ General Assembly resolution 48/163.

8/ General Assembly resolution 44/82.

9/ General Assembly resolution 47/92.

10/ Resolutions 36/8 and 37/7 of the Commission on the Status of Women (Official Records of the Economic and Social Council, 1992, Supplement No. 4 (E/1992/24), chap. I, sect. C, and ibid., 1993, Supplement No. 7 (E/1993/27), chap. I, sect. C.

11/ Report of the International Forum on Population in the Twenty-first Century, Amsterdam, the Netherlands, 6-9 November 1989 (New York, United Nations Population Fund), annex.

12/ Report of the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women: Equality, Development and Peace, Nairobi, 15-26 July 1985 (United Nations publication, Sales No. E.85.IV.10), chap. I, sect. A.

13/ General Assembly resolution 217 A (III).

14/ General Assembly resolution 45/199, annex.

15/ General Assembly resolution S-18/3.

16/ General Assembly resolution 2106 A (XX).

17/ General Assembly resolution 34/180, annex.

18/ General Assembly resolution 44/25, annex.